DOCUMENT RESUME

ED 094 260 CE 001 813

AUTHOR	Mattson, Robert E.
TITLE	Final Upgrading Report: The Vermont Experience.
INSTITUTION	Vermont State Employment Service, Montpelier. Dept. of Employment Security.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C. Office of Research and Development.
REPORT NO	DLMA-82-48-70-30-11-FR
PUB DATE	Sep 73
NOTE	134p.; For related documents, see CE 001 805-818
AVAILABLE FROM	National Technical Information Service, Springfield, Virginia 22151 ($3.00)
EDRS PRICE	MF-$0.75 HC-$6.60 PLUS POSTAGE
DESCRIPTORS	Community Involvement; *Employment Programs; *Family Income; Handicrafts; *Improvement; Instruction; Job Skills; Low Income Groups; *Manpower Utilization; Marketing; Models; *On the Job Training; *Participant Characteristics; Pilot Projects; Rural Areas; Skilled Workers
IDENTIFIERS	Manpower Research; *Vermont

ABSTRACT

This report describes Vermont's experience with a program to upgrade the working poor and thus increase their total family income. Upgrading refers to enhancing one's job skills which ultimately will lead to increased earnings within one's given occupation. Employer cooperation was encouraged through use of on-site job facilities where supervised upgrading could be effected. Potential upgrading trainees who met income eligibility standards for entry into the program were not easily located without income benefit provisions. Those who did were usually employed in seasonal occupations. Additionally, the geographic dispersement of Vermont's industries mitigated against economies of scale for this program. Emphasis was shifted toward potential secondary wage earners among the rural poor. "Cottage crafts" such as spinning and weaving were taught to the family spouse as an income supplement. Professional craftsmen and local businessmen were recruited to foster the program. (Also included are 12 appendixes, and lists of illustrations and tables.) (Author)

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FINAL UPGRADING REPORT

THE VERMONT EXPERIENCE

Vermont Department of Employment Security

Madelyn Davidson, Commissioner

The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor

September 1973

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FINAL UPGRADING REPORT

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Contract No. 82-48-70-30 funded the Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor. This project was conducted by the Vermont Department of Employment Security, Madelyn Davidson, Commissioner. The principal author of this report is Robert E. Mattson of the Department of Employment Security.

September, 1973

BIBLIOGRAPHIC DATA SHEET	1. Report No. DLMA 82-48-70-30- 11	2.	3. Recipient's Accession No.
4. Title and Subtitle FINAL UPGRADING REPORT			5. Report Date Sep. 73 6.
7. Author(s) Robert E. Mattson, Vermont Department of Employment Security			8. Performing Organization Rept. No.
9. Performing Organization Name and Address Vermont Department of Employment Security Box 488, Green Mountain Drive Montpelier, Vermont 05602			10. Project/Task/Work Unit No. 11. Contract/Grant No. DL 82-48-70-30
12. Sponsoring Organization Name and Address U.S. Department of Labor Manpower Administration Office of Research and Development 1111 20th St., N.W., Washington, D.C. 20210			13. Type of Report & Period Covered 11/1/70 - Final: 6/30/73 14.

15. Supplementary Notes Prepared as part of the Experimental and Demonstration Manpower Pilot Project conducted by the Vermont Department of Employment Security

16. Abstracts This report describes Vermont's experience with a program to upgrade the working poor and thus increase their total family income. Upgrading refers to enhancing one's job skills which ultimately will lead to increased earnings within one's given occupation. Employer cooperation was encouraged through use of on-site job facilities where supervised upgrading could be effected. Potential upgrading trainees who met income eligibility standards for entry into the program were not easily located without income benefit provisions. Those who did were usually employed in seasonal occupations. Additionally, the geographic dispersement of Vermont's industries mitigated against economies of scale for this program. Emphasis was shifted toward potential secondary wage earners among the rural poor. "Cottage crafts" such as spinning and weaving were taught to the family spouse as an income supplement. Professional craftsmen and local businessmen were recruited to foster the program.

17. Key Words and Document Analysis. 17a. Descriptors

Craftsman
Earnings
Education (includes training)
Employment
Females
Learning
Manpower utilization
Motivation
Performance evaluation
Program instruction
Rural areas
Upgrading

17b. Identifiers/Open-Ended Terms

17c. COSATI Field/Group 5I

18. Availability Statement Distribution is unlimited. Available from National Technical Information Service, Springfield, Va. 22151.

19. Security Class (This Report) UNCLASSIFIED
21. No. of Pages 141
20. Security Class (This Page)
22. Price $3.00

iv/v

PREFACE

In mid-1970, as a consequence of welfare reform legislation then pending in the United States Congress, the Vermont Department of Employment Security was chosen to test and document experimentation in the manpower training aspects of the proposed legislation. The overall objective of the resulting Experimental and Demonstration (E&D) Manpower Pilot Project was to explore the feasibility and value of alternative approaches and procedures for conducting the Special Work Project (Public Service Employment) for the unemployed and Upgrading training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

The project thus had two major components within the overall project:

- "Special Work Project" whereby unemployed persons, by performing work (at public and private nonprofit agencies in the public interest) can develop job skills which enable them to obtain nonsubsidized (private or public) employment,

- "Upgrading training" whereby low-income employed persons ("working poor") can develop new job skills for which they receive increased salary.

More specifically the project:

- developed various designs for operating the two manpower programs,

- tested operating practices to identify smooth running procedures,

- tested the feasibility and relative effectiveness of alternative operating procedures,

-identified problems and issues central to the establishment and running of these programs,

-prepared technical materials and other aids for use in the programs,

-monitored and evaluated outcomes of activities,

-determined requirements for administration, facilities, staff and financing of the programs,

-established guides for determining how these programs might fit into the overall mixture of manpower programs and services at the local level,

-developed the necessary guidelines and manuals for effectively replicating the programs elsewhere,

-researched and documented the effect of the program on E&D manpower clients and,

-produced monographs on salient aspects of project experience, relevant to planning activities at the national level for implementation of welfare reform and/or public service employment programs.

The project was initiated on July 1, 1970, and terminated on October 31, 1973. Operation of the project was divided into the following segments:

July 1, 1970, through October 31, 1970: Planning, initiation, and startup,

November 1, 1970, through June 30, 1971: Operations limited to Chittenden and Lamoille counties,

July 1, 1971, through June 30, 1972: Statewide operations,

July 1, 1972, through June 30, 1973: Statewide operations,

July 1, 1973, through October 31, 1973: Evaluation, writing, printing and publishing.

FINAL TRAINEE SUMMARY — SPECIAL WORK

As of July 2, 1973	Number	Number	Number	Percentage of Total Enrollees
Total Special Work Enrollments		656		100%
Completed Training		430		65.6%
-Completed, Placed in Employment	307			46.8%
-Completed, Placed in Work Training	26			4.0%
Total Placements			333	50.8%
-Completed, Placed in Education or Skill Training	6			0.9%
-Completed, Awaiting Placement	91			13.9%
Terminated Training		226		34.4%
-Good Cause	99			15.1%
-Without Good Cause	127			19.3%

FINAL TRAINEE SUMMARY — UPGRADING

As of July 2, 1073	Number	Number	Percentage of Total Enrollees
Total Upgrading Enrollments		144	100%
-Completed Training		118	81.9%
Upgraded	114		79.2%
Not Upgraded	4		2.8%
-Terminated Training		26	18.0%
Good Cause	17		11.8%
Without Good Cause	9		6.2%

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SECTION I

SUMMARY AND RECOMMENDATIONS

A. Summary

During operations from December, 1970, to June, 1973, E&D's Upgrading effort passed through two distinct phases, one conventional and one innovative. During the first year and a half the program aimed at in-plant vertical upgrading; there was little to distinguish it from ordinary OJT. During the first year 15 trainees were upgraded, while 88 were upgraded during the second year of operations. During the last year, when a total of 38 people were upgraded, E&D switched its focus from the underemployed, working-poor wage earner to a broader effort at upgrading the family, by raising unemployed secondary wage earners and/or heads of family to self-employed status. E&D's Upgrading program was a provable success in its conventional phase. For instance, 66 out of 101 were earning more 90 days after completion of training. In its innovative phase, though it is too soon to measure success in dollars and cents, we feel that the effort was imaginative, humane and well-justified, considering the risks and difficulties.

In our conventional phase, we began by contacting those

employers who seemed to have the most potential for upgrading programs. That is, we were targeting large, steady employers, with good rates of retention and good pay scales. We offered these relatively few employers an upgrading "package" involving High Intensity Training (HIT) coupled with job restructuring and job task analysis. We quickly discovered that employers were put off by what they perceived to be a high-pressure hardsell approach. They were also leery of taking risks during Vermont's economic slump. Several said they were "sitting tight" or "just holding on" till business picked up. Most importantly for our purposes, these large employers had few, if any, employees whose wages were low enough to fit below H.R.1 guidelines.

We next turned to a much larger group of employers who ran smaller operations, frequently with ten employees or less. The pay scales were often lower with these small employers. Thus there was a somewhat greater frequency of working-poor employees. But these smaller employers have certain distinct disadvantages from the upgrading standpoint. They are preoccupied with business concerns and have little time, energy or money left over for a program whose initial appeal is to the social conscience. Because there were many of these employers and because they were dispersed, the subcontracting process had to be individualized and time-consuming. There are no economies of scale when trying to write upgrading subcontracts for employees of small operations. The result was that by the end of FY-1971, we had only subcontracted 15 of our 100 budgeted upgrading slots.

During our second year, we turned attention to the working poor themselves. Since income supplements were not part of the program, the working poor were not required to register with any agency. Therefore locating them was difficult. We actively sought them wherever they might be found, through outreach and by asking for referrals from Social Welfare, local Community Action Groups, and so on. Again the results were far from overwhelming, although more subcontracts were written. Finally we turned back to the employers, this time mailing a brochure describing the E&D Upgrading program to 6400 UI-covered employers in the State. The results of this mailing (27% responded, 7% were interested, 1% eventually signed subcontracts) suggest that the marketing technique of mass-mailing is well worthwhile.

Still, marketing the E&D Upgrading program was a slow process. Perhaps more to the point, a sort of identity crisis occurred. How, if at all, did E&D's Upgrading differ from conventional and well-established programs like OJT and NAB-JOBS? There were some differences. Instead of paying a fraction of the employee's wage while in training, we reimbursed the employer for his out-of-pocket training expenses (time lost, materials wasted, equipment and space used, etc.). We felt that

this procedure preserves the employee's status as a full-time worker even during training, while at the same time strengthening the bond between employer and employee. A direct reimbursement of costs to the employer had the side benefit of sparing E&D some time--consuming fiscal operations. We also aimed at fairly short, intensive training experiences of up to 20 weeks duration as opposed to the maximum of 44 weeks in normal OJT.

Yet we had not escaped the overall pattern of conventional OJT. Out of 141 trainees, 63 were trained by conventional OJT methods and 21 were trained by a combination of OJT and after hours, institutional or outside training, thus representing 66% of all upgrading training. In addition, 17 other training experiences were after hours at the plant where the trainees worked their regular jobs. The remaining 39 were in institutional settings. This conventional pattern shows up in a breakdown of our trainees by area of employment. The breakdown (manufacturing--28%, wholesale and retail--21%, services--34%) is little different from what one would expect in a program of upgrading the urban working poor. Could something new be done in line with E&D's original mandate to explore ways of upgrading the rural working poor?

We found an answer in turning our attention from upgrading the breadwinner to upgrading the working poor family. It is important to keep in mind the special difficulties in upgrading the rural working poor. They are proud and independent and often don't want help of any sort. They are dispersed and their poverty is often scarcely distinguishable from the status of their slightly-above-poverty neighbors. If the breadwinner, usually a male, is locked into an entry-level job where he works, he may think himself lucky to have a job at all. There are few other jobs within commuting distance. Any out-of-plant training involves heavy transportation and time burdens. Many small rural employers like sawmills and farms traditionally pay little and could probably not afford much upgrading without going out of business. Other employments like construction, logging and maple sugaring are seasonal. Upgrading a seasonal worker only helps him for that season; the impact of the upgrading is much less over a year's time.

The best way to help the rural working poor may lie in trying to increase the family's income by upgrading the spouse, usually female, to employed or self-employed status. The potential is certainly there: 60% of the working poor families in Vermont are two-parent; yet, in this group, only one spouse in five works to augment the earnings of the principal breadwinner. For a rough comparison, nationwide over 40% of the married women work. This apparent reserve of underemployed or unemployed spouses may be the best targets in upgrading the rural working poor.

E&D's tentative, experimental efforts at upgrading the family by upgrading such persons through the cottage crafts approach are described in Sections VII and IX. It is worth repeating a few of the obvious advantages of this kind of work. Cottage crafts fit in well with the rural background of the State. The products are aimed at the large and growing tourist market. The "industry" is environmentally desirable. It fits in nicely with the seasonal and part-time employments of many of the rural working poor. When the secondary wage earner's monetary contribution to the family is increased, there is usually a gain in family stability and in personal self-esteem.

E&D's innovative efforts at upgrading the working poor family involved writing subcontracts for such diverse crafts as spinning, weaving, table-making, silver-crafting, and commercial horticulture. A total of 29 trainees were upgraded in the cottage craft area or for self-employment, while 112 were trained with regular employers. This phase of the Upgrading Program was too short-lived to come to definite conclusions, but if it is tentative, it is also exciting.

There are some generalizations from project experience which might assist in any further rural upgrading projects. Taken as a group, our trainees were quite different from the usual welfare stereotype. They were not welfare dependent; only 17% were receiving assistance. Seventy-four percent were married; 85% were heads of household. There were more men than women and 70% had a high school diploma, its equivalent, or better. The group was work-experienced: 72% had been in the work force three years or longer. In short, the Upgrading trainees were a relatively mature and settled group who needed temporary help in making a specific improvement in their lives. We found that they needed little counseling, coaching or support services.

We found that an economic downturn hampers upgrading work. During the period of our operations, the Vermont economy slumped sharply. Between 1968 and 1971, the rate of unemployment and the size of the welfare rolls both nearly doubled (See figures on pages 11-12). The results were economic uncertainty, which made employers reluctant to innovate, and high competition for entry-level jobs, which made employees reluctant to take chances. We also found the H.R.1 poverty-level guidelines (See TABLE 16) were too low for our purposes; they excluded many of the working poor we wanted to reach. We eventually set our guidelines at H.R.1 levels plus 20% which worked out about right. As mentioned above, the rural working poor are hard to reach. We feel that any upgrading effort would have much less trouble reaching them if it were connected with an income maintenance program as originally intended under the FAP proposal. We found that the budgetary constraints of an average of $780 per upgrading subcontract with a maximum of $1200 per subcontract were realistic. We also found that incentive payments had little effect on the success of in-plant, during-hours upgrading efforts,

while they had a striking effect on an out-of-plant and/or after-hours program. They were also an invaluable tool for getting the unemployed to participate in upgrading. Again, as with the training costs themselves, we feel that the incentives should be funneled, wherever possible, through the employer's payroll. This saved us time and strengthened the employee-employer bond.

Was E&D's Upgrading program a success? The answer must be a qualified "Yes". We had trouble finding qualified clients, but we were successful in delivering upgrading services to the clients once we found them. As an example, 79% of those who started training completed training, and of those who terminated, only nine left without good cause. The program was very successful in meeting one of the upgrading goals of a rise in job classification; of those who completed training, all but three (108 out of 111) were promoted. At the time this report was written, 30 day Follow-through information was available for 117 former trainees and 90 day Follow-through information was available for 101 former trainees. After 30 days, 78 out of 117 were still with the same employer that they trained with, while 62 were still with the same employer after 90 days. The program was less successful in achieving substantial pay raises. Follow-through shows that two-thirds of the completers increased their incomes, but not dramatically, while one-third either stayed the same or lost ground. This last statistic seems disappointing. It can be partly attributed to the normal lay-offs which accompany any economic downturn, and partly to those people who were upgraded to self-employed status and whose incomes are not as yet determined. Intangibles can never be measured with any precision, but there seemed to be widespread gains in family stability and self-esteem, and general trainee satisfaction with the program and its effects on their lives.

B. Recommendations

1. Set realistic goals: neither expect nor promise what the economy cannot deliver. During a general economic downturn, the goal of a ten percent pay raise may be unobtainable because the money simply isn't there. Similarly, the best upgrading effort in the world will not keep a worker from being laid off when his employer cannot afford to keep him.

2. A rural-oriented upgrading program will involve few large employers. There are not many of them to start with (in Vermont there are only 40 firms with 250 or more employees) and they are probably already providing in-house upgrading. Therefore success in such a program means anticipating the problems of the small employer:

a. He's busy. Many small employers function not only as a manager but also as back-up foreman.

a. (cont'd)
Expect to lend him a lot of assistance in custom-designing an upgrading program for his operation.

b. He probably has relatively little capital. He cannot afford any long-term investment in upgrading his employees. He must be approached with a program which will upgrade a specific individual to a specific level and promises some specific reward to the employer.

c. He has probably survived in business without acquiring any of the jargon of the Labor field. Don't put him off with a bewildering array of "Job Restructurings" and "Job Task Analyses". He'll respond better if approached with the humble question "How can we help make your people more valuable to you?"

3. Marketing upgrading programs to the employers in a rural economy needs improvement. If the market consists mainly of small and dispersed employers, there will be no economies of scale. It probably costs no more to pay for the actual upgrading training in the country than it does in the city, but it will cost more to develop the upgrading slot. The State-maintained list of UI-covered employers is probably the best census of the market. A mass-mailing is one way of opening the market up.

4. The rural poor are hard to reach. Much remains to be done in this area. Incentive payments help attract them, while tying upgrading into an income maintenance program would be even better.

5. Individual upgrading subcontracts must be effectively monitored. This means drawing up a specific and detailed training design in the beginning and thorough Follow-up to ensure that the employer provides the training and that the employee is profiting by the training (See APPENDIX K for a sample training design).

6. Reimbursing the employer directly for his out-of-pocket training expenses has certain advantages over the OJT method of paying part of the trainee's salary. It reinforces the employer/employee bond, it preserves intact the employee's status as a full-time worker, and it saves the subcontracting agency the fiscal labor of making its own payments.

7. There are the same advantages (as in #6 above) to funneling the incentive payment through the employer's payroll where possible. Incentive payments, we found, are useful

encouragements for out-of-plant and after-hours training for workers, and for either in-the-home or central-location training for the unemployed.

8. Even in a rural-oriented upgrading program, it is hard to avoid the well-worn path to the employer's door. It is, of course, possible to reach the working poor directly through such means as inter-agency referral, word-of-mouth, and outreach. The difficulty with these direct approaches is that, in the absence of a program like income maintenance, they may arouse expectations which cannot be fulfilled. As of now, approaching the employer still seems to be the best overall way of reaching the rural working poor with meaningful upgrading, that is, with training which leads to an increase in job classification and/or income.

9. When the prospects for substantial upgrading of the principal wage earner are limited, as they often are in a rural economy, upgrading the family is an exciting alternative. The cottage-crafts approach is one way to achieve this upgrading of the family. We stress that any group of previously unemployed persons who are being upgraded to self-employed status as craftsmen and small scale entrepreneurs should not be left entirely to their own devices. They need strong and continuing liaison with a wide variety of marketing, business, and support services.

SECTION II

INTRODUCTION

A. Background

The proposed Family Assistance Act of 1970 authorized a "Family Assistance Plan" (FAP) and subsequently H.R.1, in 1971, authorized an "Opportunities for Families Program" (OFP) which would have provided:

1. health, vocational rehabilitation, counseling, social and other services to support a comprehensive manpower program of training and employment, and

2. cash benefits (i.e., family assistance payments related to family income) for all low-income families in the United States.

Therefore, FAP-eligible families would have included those eligible for the Work Incentive Program (WIN), as well as those who, while not eligible for Aid to Needy Families with Children (ANFC), have at least one child and an annual income which falls below the poverty guideline.

Under the proposed legislation, the existing WIN program would have been replaced by a broadened and strengthened program of employment and manpower training. Two important manpower development approaches would have been utilized.

1. Special Work Project (SWP) - alternatively known as Public Service Employment (PSE) - this program was designed for the unemployed to perform work in the public interest and simultaneously develop marketable job skills leading to nonsubsidized employment.

2. Upgrading - the skills and income of the working poor toward the end of lessening, or completely eliminating, their dependency on cash income supplement benefits that they would have received under the proposed legislation.

Because of the pending legislation, the Department of Health, Education and Welfare authorized funding of projects in the Vermont Agency of Human Services for experimentation in various aspects of the proposed legislation. Concomitantly,

the Office of Research and Development in the Department of Labor (DOL) authorized funding for an Experimental and Demonstration (E&D) Manpower Pilot Project to be conducted by the Vermont Department of Employment Security. The E&D Project was to test operating procedures, set up guidelines, devise technical materials, and provide analysis for possible national implementation of the two manpower programs. The initial project was authorized for a one year period, which extended into a three year and two month time frame.

Since the first component of the Vermont E&D Project, the Special Work Project, is being reported in a series of monographs, the ensuing report is directed toward the Upgrading component of the Project. This report is a comprehensive description of the experience that the Vermont E&D Project has had with upgrading in a rural setting. The DOL has funded a number of upgrading experimental projects in various parts of the country. However, most of these have been in an urban setting dealing mostly with blacks and Spanish-speaking people. Therefore, the DOL felt a need for experimentation with upgrading in a rural area to supplement upgrading knowledge being obtained from experiments in urban areas, particularly in view of the pending legislation authorizing such programs on a national level.

B. Definition of Upgrading Goals

The term upgrading has traditionally meant training and advancement of low-level workers to higher-paying jobs requiring more advanced skills within the same organization. This is known as vertical upgrading. Horizontal upgrading is the acquisition of new or advanced skills that allow a worker to transfer to another company within the same industry, or even to a new industry, with an increase in earnings. The Vermont E&D Project has used the term upgrading at times in a broader sense to mean upgrading the earning capacity of a family, either through placement of an unemployed worker without a particular skill, or by aiding secondary wage earners in acquiring a skill that could allow them to pursue some productive activity that would increase the family income. The initial objective of the Vermont E&D Project was to provide upgrading training to improve the occupational skills of enrollees so they could advance to higher level positions and increased wages at their present employer or with a new one. The types of upgrading training envisioned at the outset were:

1. promotion of groups of workers at their work place from low-paid, dead-end jobs to jobs with greater skill or responsibility;

2. provision of skill or basic education to enable low-paid workers to compete for better jobs in their work place or industry;

3. development of individualized plans for workers currently employed at very low-paying or intermittent jobs who have no opportunity for upgrading in their current jobs.

This final report on upgrading activities of the Vermont E&D Project draws conclusions based on the experience and knowledge gained during the course of the project, and recommendations are made to the DOL for direction of future upgrading programs.

C. Economic and Employment Conditions in Vermont During the E&D Project

The Vermont E&D Project's success/failure ratio was undoubtedly affected by the economic recession that began in 1970. Frequent mention is made of the effect of the economy with respect to both Special Work and Upgrading experiences. The statistics below provide some indication of the extent of the downturn in the Vermont economy between 1968 and 1972.

TABLE 1

Vermont Unemployment Situation, 1968-1972

Calendar Year	Population	Work Force	Unemployment	Unemployment Rate
1968	429,464	180,550	6,450	3.6%
1969	439,000	184,500	5,800	3.1%
1970	444,732	190,350	9,050	4.8%
1971	*449,624	193,050	12,750	6.6%
1972	*454,570	196,950	12,750	6.5%

*Based on annual population increase of 1.1% from the 1970 census as projected in An Analysis of Social Economic Characteristics of Vermont, prepared by the Vermont State Planning Office.

While the population of the State has increased approximately 5.9% in the five year period beginning in 1968, the work force has increased by 9.1%. This is explained primarily by the large percentage of working age immigrants to Vermont In the decade from 1960 to 1970, for example, the population grew by 54,851. Twenty-six percent of this increase (14,261) was due directly to immigration, and 33% (4,700) of the immigrants were in the 35-54 age group, going directly into the work force. The rapid growth in Vermont of this age group is counter to national trends. Moreover, the rate of increase of working age immigrants to Vermont in conjunction with an increased female participation in the labor force of 16.6% during the decade 1960-1970, has placed an added strain on the employment picture.

While the work force increased by 9.1% over the five year period, total unemployment increased nearly double from 6,450 to 12,750. The unemployment rate, which takes both factors into consideration, increased from 3.6% to 6.5%.

As an additional indication of the economy in Vermont during the test period can be seen in the statistics below, obtained from the Department of Social Welfare, showing the increase in the numbers of ANFC recipients and General Assistance payments.

TABLE 2

Vermont Welfare Situation 1968-1972

Fiscal Year	ANFC Recipients (Individuals)	ANFC* (Families)	General Assistance
1968	8,152	2,264.4	
1969	10,817	3,004.7	**$ 318,600 (424,800)
1970	11,560	3,211.1	964,100
1971	15,347	4,263.1	1,666,400
1972	18,761	5,211.4	2,043,600

*The number of families receiving ANFC grants is derived by dividing total number of individuals by 3.6.

**There was no General Assistance until 1969 and the $318,600 is only for 9 months. The figure of $424,800 is the former figure annualized and is the one used in figuring percentage increase. Information as to the number of individuals receiving General Assistance payments is not available.

The magnitude of increases in ANFC recipients is undoubtedly linked to the recession and represents an increase of 130.1% over the five year period. General Assistance payments increased even more dramatically over the past four years, by some 381.1%.

The E&D Project did not become operational until November, 1970 and did not begin to operate at capacity until 1971, the period marking the greatest change in the employment and economic pictures in Vermont.

SECTION III

DESCRIPTION OF PROJECT EXPERIENCE

A. Summary of Trainees -- Upgrading Training

TABLE 3 shows the status of E&D Upgrading trainees as of June 8, 1973. During the course of the project, there have been a total of 144 upgrading training experiences. However, three of the trainees never commenced the training, so this report covers 141 trainees.

Of the number reported, 111 or 79% completed upgrading while seven are still in training. Of those completing training, 108 or 77% were upgraded while three or two percent were not upgraded on completion of training. A total of 26 participants or 18% terminated from upgrading training, but 17 or 65% of the terminators did so for good cause.

Based on these statistics, the Upgrading component of the E&D Project was successful in doing what it set out to do, that is, to upgrade as many participants in the program as possible.

TABLE 3

Training Summary-Upgrading Training

June 8, 1973

Currently in Training		7
Completed Training		111
Upgraded	108	
Not upgraded	3	
Terminated From Upgrading Trng.		26
*Good Cause	17	
Without Good Cause	9	
TOTAL UPGRADING ENROLLMENTS		144

*Good Cause - Terminated from program for reasons beyond control of enrollee, i.e., health, child care, transportation, or return to school - similar to WIN guidelines.

B. Demographic Characteristics of Enrollees

Unlike the Special Work Project where the ratio of men to women was 39% to 61%, the ratio of men to women in Upgrading was 55% to 45%. Ninety-four percent of the males were married and all were heads of households. Less than half the women enrollees were married (49%). Eleven percent were single, nine percent divorced or separated, and 31% widowed. Only 68% of the women enrollees were heads of households. The large percentage of women who were not heads of households is partially explained by the upgrading efforts towards supplemental incomes in the cottage crafts area. (See Section IX following).

TABLE 4

Marital Status of Upgrading Enrollees

		Married	Single	Div/Sep	Widowed	Head/Household Yes	Head/Household No
Male	79 (55%)	74 (94%)	2 (3%)	0	3 (4%)	79 (100%)	0
Female	65 (45%)	32 (49%)	7 (11%)	6 (9%)	20 (31%)	44 (68%)	21 (32%)
Total %	144 (100%)	106 (74%)	9 (6%)	6 (4%)	23 (16%)	123 (85%)	21 (15%)

The Vermont E&D Upgrading program enrolled only one nonwhite member, an Indonesian. She represented less than one percent of the total enrollees. This closely replicates the Special Work percentage of .69% for nonwhite minorities in a State whose percentage of nonwhite population is only .4% of the whole. A small percentage of males (five percent) and females (11%) were handicapped but a larger portion was classified as disadvantaged males, 23%; females, 35%. Thirty-two percent of the male enrollees were veterans and one female was a veteran.

TABLE 5

Handicapped, Disadvantaged, and Veteran Status Of Upgrading Enrollees

	Male	Female	Total
Handicapped	4 (5%)	7 (11%)	11 (8%)
Disadvantaged	18 (23%)	23 (35%)	41 (28%)
Veteran	25 (32%)	1 (2%)	26 (18%)

Fifteen of the female and two of the male enrollees were receiving ANFC grants. All of these enrollees were enrolled in self-employment, cottage crafts projects. Seven enrollees were receiving General Assistance.

TABLE 6

Welfare Status of Upgrading Enrollees

	ANFC	GA	Totals
Male	2 (3%)	6 (8%)	8 (11%)
Female	15 (23%)	1 (2%)	16 (25%)
Total	17 (12%)	7 (5%)	24 (17%)

Family incomes of participants were fairly evenly distributed throughout the $1,000 income groupings. The largest single percentage was in the $4,001 - $5,000 group. The second largest was in the $0 - $1,000 group, which consisted primarily of those enrolled in the self-employment cottage crafts projects.

TABLE 7

Family Income Levels of Upgrading Enrollees

	0-1000	1001-2000	2001-3000	3001-4000	4001-5000	5001-6000	6001+
Male	8 (10%)	10 (13%)	12 (15%)	13 (16%)	14 (18%)	12 (15%)	10 (13%)
Female	16 (25%)	8 (12%)	7 (11%)	9 (14%)	14 (22%)	2 (3%)	9 (14%)
Total	24 (17%)	18 (13%)	19 (13%)	22 (15%)	28 (19%)	14 (10%)	19 (13%)

TABLE 8

Number in Family of Upgrading Enrollees

	1-2	3-4	5-6	7 & Over
Male	5 (6%)	53 (67%)	11 (14%)	10 (13%)
Female	17 (26%)	26 (40%)	15 (23%)	7 (11%)
Total	22 (15%)	79 (55%)	26 (18%)	17 (12%)

The majority of Upgrading clients (60%) had a high school diploma or better; two clients had college degrees. Thirteen of the enrollees, nine men and four women, had high school equivalency certificates (GED). Proportionally more women (43%) than men (37%) had less than a high school education.

TABLE 9

Educational Attainment of Upgrading Enrollees

	Less Than 8	8	9-11	12	13-15	16+	GED
Male	1 (1%)	16 (20%)	12 (15%)	40 (51%)	9(11%)	1 (1%)	9 (11%)
Female	6 (9%)	9 (14%)	13 (20%)	24 (37%)	12(18%)	1 (2%)	4 (6%)
Total	7 (5%)	25 (17%)	25 (17%)	64 (44%)	21(15%)	2 (2%)	13 (9%)

The female enrollees in Upgrading had, as a general rule, been in the labor force fewer years than the men, the ratios being almost directly inverse to those of the men. The larger portion of women who have worked less than three years were those women involved in the supplemental cottage crafts projects.

TABLE 10

Employment Experience of Upgrading Enrollees

	Less than 3	3-9	10 and Over
Male	16 (20%)	38 (48%)	25 (32%)
Female	25 (38%)	21 (32%)	19 (29%)
Total	41 (28%)	59 (41%)	44 (31%)

C. Summary of Project Experience

The Vermont Experimental and Demonstration Manpower Pilot Project was authorized to commence operations on July 1, 1970. Phase I from July 1, 1970 to November 1, 1970 was to be an interim planning period to gain knowledge of other projects and to set up initial plans for the operational portion of the project to begin November 1, 1970. On August 3, 1970, four employees of the Vermont Department of Employment Security joined the staff of the E&D Project in order to get the project planning started.

During the week of August 9 through August 18, 1970, visits were made to on-going Upgrading and Special Work projects. Since most of the projects being undertaken at that time were in the area of upgrading, this was the major emphasis during the field trips. The project director, the project supervisor and two staff members made the field visits to gather first-hand knowledge of the experience gained, techniques utilized, and problems encountered. An itinerary of trips made appears in APPENDIX A.

Staff members observed that all the upgrading projects seemed to work on the premise that you "train the whole person and not just a pair of hands for a specific skill". The importance of training through orientation, counseling and education was strongly stressed to improve attitude and motivate the trainee for higher-paying jobs. Interpersonal relations and human relations training were seen as extremely important aspects of upgrading training programs.

Humanic Designs Corporation of Manhasset, N. Y., had developed a model upgrading training program called "High Intensity Training" (HIT). This model included a marketing program, a training component, both skill training and human relations training, and a procedural format. The HIT model was used as a guide for initial marketing efforts in Vermont, based on needs and desires of the local labor market.

During the interim phase of planning, staff members prepared market surveys to determine which employers could offer sites for upgrading training in the two areas in which the E&D Project would operate, i.e., Chittenden and Lamoille Counties. These surveys would be the basis for initial contacts as soon as the operational phase began.

Early in the operational phase of the project, subcontracts were designed as well as other necessary forms to be utilized for the marketing and operation of the Upgrading segment of the E&D Project. This subject will be covered more thoroughly later in this report.

During the planning stage of the project, it was felt that the baseline survey being conducted by Mathematica, Inc., of Princeton, N. J., for the Vermont Department of Social Welfare would be a valuable asset in identifying and locating the working poor in Vermont[1]. The survey was taken during the summer of 1970 and was supposed to have been compiled and tabu-

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[1] State of Vermont Family Assistance Program Planning Papers: Report on the Baseline Survey and Cost Projections, prepared jointly by the State of Vermont Family Assistance Planning Unit and Mathematica, Inc., of Princeton, N. J., March, 1971.

lated early in the fall of 1970. However, the report was postponed and delayed so that the information deemed necessary was not available when project operations began. In fact, the information regarding the target population was not available until the late Spring of 1971 and even then as presented, it was of little use in identifying and locating the working poor. The method used to identify and locate the working poor will be covered in more detail in a later section of this report.

Although project operations began on November 1, 1970, the Upgrading portion of the project was slow in getting off the ground. The first upgrading subcontract was written on December 15, 1970, and by the end of December, only two subcontracts had been written offering three upgrading opportunities. In fact, by the end of Fiscal Year 1971, only 14 subcontracts had been negotiated with 15 slots, although the initial project contract had authorized 100 slots.

According to the Shelley Report[1], 85% of the Vermont firms covered by Unemployment Insurance (UI) have less than 20 employees. Five percent have 50 employees or more and only

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[1] E. F. Shelley and Co. Inc., Vermont Upgrading Research Project: Vermont Economic and Social Characteristics and Their Implications for Upgrading the Working Poor (New York and Washington, May, 1972), 4. A six volume set of papers developed jointly by Mathematica, Inc., and the Family Assistance Planning Group, State of Vermont, under a 1970 contract with the Department of Health, Education, and Welfare. It was designed as a preliminary planning document to assist both the State and federal governments in the development and implementation of the Family Assistance Plan in Vermont. Volume V, "Report On The Baseline Survey And Cost Projections," projected that there would be 8,089 mandatory registrants under any Family Assistance Program that might be instituted in Vermont, of whom 2,366 were "full year, full time employed adults" and therefore, possibly in need of upgrading training. However, the Mathematica, Inc., projections resulted from sampling techniques and provided no specific information as to where in Vermont such persons were employed and by whom they were employed. The Vermont Department of Employment Security and the Department of Labor therefore contracted with E. F. Shelley and Co., Inc., in 1971-1972 in order to provide a report that would identify the most likely locations of these "working poor" persons within the industrial configuration of Vermont. It was the Shelley report, "Vermont Economic and Social Characteristics and Their Implications for Upgrading the Working Poor", which was used as basic planning information in the implementation of the E&D Upgrading Training project in Vermont.

40 companies in the State employ at least 250 workers. Staff members with the responsibility for marketing the upgrading training programs found that the very few employers in the project's two geographic areas with 50 or more employees had already initiated upgrading components within their own personnel systems. This left the smaller employing firms, generally with ten or less employees, to be the targets for the Upgrading component of the E&D Project.

During the first project year, all of the upgrading training programs that were conducted were similar to On-The-Job Training (OJT). These seemed to be the only types of opportunities that could be developed in the private sector of the economy. Of course, the project was charged with developing new approaches to upgrading, but staff members kept trying to negotiate subcontracts of different types with little success. In comparison with the Manpower Development Training Act (MDTA) OJT or the National Alliance of Businessmen/Job Opportunities in the Business Sector (NAB - JOBS) OJT, E&D's Upgrading was dissimilar only in the method of reimbursement to the employer and in the relative shortness of its training periods. Some agency personnel felt that approval of E&D Upgrading subcontracts was faster and less stringent than other types of subcontracts. The E&D Project utilized the method of reimbursing the employer for training costs, i.e., cost of the trainer, materials spoiled or wasted, technical materials necessary, rather than reimbursement of up to 50% of the trainees wages during the training period.

On July 1, 1971, the project assumed wider proportions in both Upgrading and Special Work programs. Although the Upgrading component remained at the 100 slot level, it was expanded to a statewide basis in order to determine if there were more employers that could offer an opportunity to experiment with various approaches to upgrading training, as well as to better understand how the rural character of Vermont and its geographical differences could influence the nature and outcomes of upgrading training which could be established directly with employers.

During the second project year, a wide range of approaches to upgrading training was to be utilized, as efforts in the first year were too restrictive and demanding of employers. The kinds of facilities and resources employers could make available should be a critical factor in developing upgrading training programs. Plans were made during the second project year to devise a variety of arrangements for upgrading training, some of which were bound to be of a "high risk" nature. Following are some of the potential arrangements that were to be attempted:

1. Consortium training at a central training location for employees of various companies in the same industry;

2. Training for part-time employees;

3. Coupled in-plant training and off-site training arrangements;

4. Training operated by employers at the work place after working hours;

5. Coupled E&D training with standard employer upgrading activities;

6. Training linked to comprehensive manpower services delivery system.

Another experimental endeavor undertaken during the second project year was a consideration of the feasibility and effectiveness of upgrading the working poor by means of delivering manpower services to secondary wage earners within a family. For instance, if we located a regularly employed male qualifying as working poor and were unable to effect an improvement in his income level, arrangements would be made to enroll his wife or other family members in some type of training that would ultimately contribute to the total family income.

During the second project year, upgrading activities were stepped up in an effort to test some of the approaches stated in the project proposal. This activity was enhanced by a special mailing to all UI-covered employers in the State with a brochure on the Upgrading Program and a return card to be used by employers interested in obtaining more information. The mailing was then followed by intense coverage for a three month period by Manpower Specialists making calls specifically aimed at upgrading as well as follow-up on the return cards received as a result of the special mailing. As a result of this activity, 57 subcontracts were negotiated with a wide range of organizations, which contained Upgrading opportunities for 88 individuals.

Of the Upgrading training arrangements envisioned for the second year of the project operation, various ones were utilized. Plans for consortium training at a central training location were initiated to train oil burner repairmen for nine or ten employers, but this was eventually done through an MDTA institutional program rather than through the E&D Project because once all the potential trainees from participating oil companies were identified and screened, all proved to be ineligible for E&D for one reason or another. Even though most of the arrangements mentioned were utilized, the standard OJT approach was the predominant upgrading training followed during the second project year. An analysis of the various types of training appears later in this report.

In early project attempts to develop upgrading opportunities, difficulties were encountered in locating and enrolling trainees for upgrading training while adhering to the income guidelines suggested by H.R.1. Thus, temporary suspension of the schedule was permitted and a $6,000 per annum income level was adopted to facilitate procurement of subcontracts. A $6,000 level did not account for differences in family size so a new income schedule was initiated in February of 1972. This new schedule for Upgrading

has been calculated at 20% higher than the guidelines proposed under H.R.1.

TABLE 11

Income Levels for Eligibility of Upgrading Enrollees

Family Size	H.R.1 Income Level	Upgrading Income Level
2	$3,120	$3,744
3	3,720	4,464
4	4,320	5,184
5	4,920	5,904
6	5,370	6,444
7	5,820	6,984
8	6,120	7,344

This revised income schedule was a device to allow trainees into the project who didn't quite qualify as to income levels set by the proposed Family Assistance Program legislation but did qualify by other criteria since we were unable to locate sufficient numbers of fully eligible potential trainees in situations of employment which would allow upgrading training. We did this to gain experience with trainees and employers in implementing upgrading training.

The third project year commenced on July 1, 1972. Early in the project year, it was decided that only innovative approaches would be considered for upgrading training programs. On June 27 and 28, 1972, two meetings were held with staff members from local Employment Service offices to discuss "New Directions in Upgrading Subcontracts". The purpose of these meetings was to obtain ideas from field staff members concerning innovative or new approaches to upgrading training.

In September of 1972, it was decided that enough experience had been gained regarding upgrading in a rural area and that further subcontracting was unnecessary. Therefore, any new subcontracts were discouraged; only those that were currently being negotiated would be approved. Upgrading training has continued on a limited scale on subcontracts approved in September and on amendments to subcontracts already in force.

During the third project year, 13 subcontracts for upgrading were written with 38 slots available for trainees. All of the subcontracts negotiated during this period were of the new variety with no OJT-type contracts having been written. Several of these subcontracts called for consortium training, with trainees transported to a central location for periodic training sessions.

In all, during the project we have negotiated 84 separate subcontracts involving 141 trainees. Although our reports show 144 trainees, three contracts were never started. Therefore, the trainees were not actually enrolled although they are included

in the total figures of the project. See APPENDIX B for a complete listing of subcontracts written.

D. Wage Increases

To determine if the Upgrading trainees benefited from the program in terms of increased income, an analysis of the income levels 90 days after completion was made. There were 101 trainees represented in the 90 day Follow-up period at the time of this writing. TABLE 12 shows the projected annual increase of those who had completed. Fifty-seven percent of the total had increases of $5.00 per week or more, while 43% had increases of $10.00 per week or more. On the other hand, 34% received no increase or less then they had earned prior to the training. There were several reasons why this large percentage did not receive an increase or received less income after completion. A number of enrollees were in a particular Upgrading program where an increase was not guaranteed, while another group was in a program geared to self-employment and no increase could be ascertained at this time. During the Follow-up period, many enrollees had changed employers and were earning less money than with the employer with whom the training had been conducted. Still, others were unemployed when contacted 90 days after completion of the program.

TABLE 12

Projected Annual Wage Increase of Upgrading Enrollees 90 Days After Completion

AMOUNT OF INCREMENT	NUMBER OF TRAINEES	% OF TOTAL
Less	13	13
0	22	22
1-100	1	1
101-200	5	5
201-300	5	5
301-400	5	5
401-500	7	7
501-600	20	20
601-700	1	1
701-800	2	2
801-900	2	2
901-1000	1	1
1001-1500	6	6
1501-2000	3	3
2001 and over	8	8
TOTALS	101*	101

*101 Enrollees 90 days after completion of training excluding those who terminated.

General Comments

1. 18 Enrollees were excluded since they terminated before completion.

2. 34% of those who completed training received either no increase or less income after 90 days for the following reasons:

   some were self-employed and no increase could be ascertained.

   some were with a different employer and received less money.

   some were unemployed and thus received no income.

   some were in an upgrading training program where no increase was guaranteed.

3. 57% of those who completed training received an increase of $5.00 or more per week.

4. 43% of those who completed training received an increase of $10.00 or more per week.

However, as explained previously, 33% of the enrollees did not increase their individual income and 34% did not increase their family income.

This analysis does mean that the E&D Upgrading program did not always succeed in giving participants wage increases, yet many individuals received benefits other than monetary increases, i.e., improved self-confidence, future advancement potential and desire for further self-development. In addition, many of those who did not receive additional income or had a reduction in income were faced with such situations for reasons beyond the control of the project, because they changed to lower-paying jobs or became unemployed.

TABLE 13 shows that 32% of the enrollees increased their individual earnings by 11% or more while 31% increased the family income by 11% or more. Thirty-five percent of the group increased their individual and family incomes by one to ten percent. Thus, 67% of the trainees received an increase in their individual earnings, and 66% increased the family income as a result of the E&D Upgrading training program.

TABLE 13

Percentages of Increased Annual Income
Both Individual and Family

PERCENTAGE OF INCREASE	PERCENT OF ENROLLEES INDIVIDUAL INCOME INCREASE	PERCENT OF ENROLLEES FAMILY INCOME INCREASE
Less	13	13
0	20	21
1-10	35	35
11-20	13	14
21-30	7	8
31-40	5	3
41-50	5	4
51-60	-	-
61-70	-	-
71-80	-	-
81-90	-	1
91-100	2	1
Over 100	-	-
TOTAL	100%	100%

E. Satisfaction

Information has been gathered on the Upgrading Data Matrices as to the satisfaction of employees with various aspects of the training slots, as well as satisfaction of employers with the individuals placed in the training slots.

Employee Satisfaction

TABLE 14 shows a breakdown of employee responses to questions about satisfaction with the upgrading training slots. The responses are a composite of Dictionary of Occupational Titles (DOT) codes and Standard Industrial Classification (SIC) codes at 30 days and 90 days after completion of training. The questions posed were related to employee satisfaction with wages of the particular slot, the duties involved, the work site supervisor and the location of the work site. As the table shows, the overwhelming majority were satisfied at both 30 days and 90 days. Of those that responded, there was a larger percentage dissatisfied with the wages than any other aspect of the training jobs; 19.8% at 30 days and 13.9% at 90 days. There doesn't appear to be any great degree of dissatisfaction concentrated in any one industry. The industry that showed a high degree of satisfaction was 3949, Sporting and Athletic Goods, Not Elsewhere Classified, where respondents were satisfied with every aspect of the worksite except with wages in two cases out of five.

TABLE 14

Employee Satisfaction

CATEGORY	WAGES				DUTIES				SUPERVISOR				LOCATION			
Level of Satisfaction	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
30 Days	3.8%	64.3%	12.7%	19.8%	8.2%	81.5%	4.5%	5.8%	17.3%	75.1%	.6%	7.0%	21.2%	69.3%	3.2%	6.3%
90 Days	3.3%	69.4%	13.4%	13.9%	10.1%	84.7%	2.6%	2.6%	18.0%	78.0%	0%	4.0%	20.1%	71.9%	2.6%	5.4%

1-Very Satisfied 2-Satisfied 3-Undecided 4-Dissatisfied

TABLE 15

Employer Satisfaction

CATEGORY	GENERAL				QUALITY OF WORK				WORK HABITS				TRAINING			
Level of Satisfaction	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
30 Days	17.6%	65.2%	7.1%	10.1%	23.2%	70.7%	3.8%	2.3%	28.6%	63.9%	2.8%	4.5%	27.7%	64.9%	3.2%	4.2%
90 Days	28.2%	67.0%	3.2%	1.6%	26.7%	68.5%	3.2%	1.6%	26.7%	67.7%	4.0%	1.6%	26.7%	66.2%	4.0%	3.1%

1-Very Satisfied 2-Satisfied 3-Undecided 4-Dissatisfied

As for satisfaction by occupation, there seemed to be a high degree of satisfaction at both 30 and 90 days in the following DOT codes: 099.368 Study Supervisor (Education); 313.381 Cook; 620.281 Auto Mechanic; 706.884 Assembler, small parts (any ind.); 807.381 Auto-Body Repairman. The satisfaction was in all aspects of the job. There was no occupational category where a concentration of individuals were dissatisfied.

Employer Satisfaction

TABLE 15 presents a breakdown of employer satisfaction with the trainees. These responses, too, are a composite by DOT and SIC codes at the end of 30 days and 90 days after completion of the upgrading training. The responses of the employers were in regard to the trainee in general, to the quality of his work, to his work habits, and to the training itself.

From the table, it can be observed that generally the employers were satisfied with the trainees and the training. A larger percentage (10.1%) were dissatisfied in general at the end of 30 days, while a high percentage (28.2%) were very satisfied at the end of 90 days.

When investigating responses by industry, it can be seen that a high degree of employer satisfaction existed in two industries: 2511, Wood Household Furniture, except Upholstered, and 3821, Mechanical Measuring and Controlling Instruments, except Automatic Temperature Controls. There appears to be a contradiction in the latter category between the employer's satisfaction and the employees' dissatisfaction. However, this is with the same firm and the employer did not guarantee a wage increase, but was satisfied with the employees.

Looking at the individual DOT codes represented in this program, we find a high degree of satisfaction from the employer's point of view in the following occupations: 099.368, Study Supervisor; 313.381, Cook; 620.281, Automobile Mechanic; 706.884, Assembler, Small Parts (any ind.); and 807.381, Auto-body Repairman. These are the same categories in which satisfaction was indicated by employees so there is a correlation between the employer and employee satisfaction in these particular occupations.

There is not a preponderance of evidence or a large enough sample to make any firm generalizations as to satisfaction by industry or by occupation.

SECTION IV

METHODS USED TO RECRUIT EMPLOYED WORKERS FOR UPGRADING PROGRAM

A. Methods of Identifying and Reaching the Working Poor

One of the greatest difficulties with the Vermont E&D Project's efforts in upgrading has been the means by which the working poor could be identified. It was originally believed that the Mathematica, Inc., baseline survey data of FAP-eligibles in Vermont would assist in pin-pointing who and where the working poor were. This survey was, first, late in arrival and, second, did not provide the type of information needed to locate the working poor. Attempts to get specific information from Mathematica, Inc., as to the locations and identities of the working poor were to no avail. In addition, there was no provision for income maintenance for the working poor as part of the FAP project. Income maintenance was included in H.R.1 for those whose incomes were below a certain level based on the size of their families. Since this provision was not part of the E&D Project, locating those who would have been eligible for such benefits was much more difficult. Had income maintenance been a part of the test, people who qualified could have been expected to register for such supplements with the Department of Social Welfare from where they would have been referred to the Employment Service. No doubt numerous working poor would have come forward for the supplemental income and the project would not have encountered some of the difficulties it did.

In the absence of meaningful data from Mathematica, Inc., regarding identification of the working poor, and lacking an income maintenance provision, the E&D Project staff Manpower Specialists had to rely on more traditional means of recruiting the working poor by contacting employers to determine if they had employees who met the criteria for eligibility in the program. Visits to employers revealed that some of the larger ones had their own upgrading programs, that others had "flat" occupational structures that did not provide opportunity for upgrading to higher skills, and that most employers' wage scales were at a level that made their employees ineligible--they were not working poor. Subsequently, a marketing list was developed that took in a wider range of employers, many of whom were known to pay near minimum wages. However, because of the economic conditions prevailing, many firms were reluc-

tant to commence new practices at this juncture.

Locating the working poor in this manner was not the most productive method, since it was difficult to contact all employers that might have eligible employees. Since the working poor are, in almost all cases, not registered with any public agency, a means of determining who they are is difficult to develop and the traditional methods are perhaps the only ones that could be utilized.

In January, 1972, the E&D Central Office Staff mailed a brochure to all UI-covered employers in the State with an accompanying questionnaire in which they were to indicate either a positive or negative interest in the program. Those indicating positive interest were contacted by staff Manpower Specialists. In addition, presentations were made to employer organizations and there were promotions through Chambers of Commerce in this state. Though this stepped-up activity resulted in the enrollment of 69 trainees in the first quarter of 1972 and enabled E&D to test upgrading techniques, it did not prove to be a valid method of reaching the working poor.

Perhaps the most reliable means of locating the working poor in the E&D Project was through referrals from other agencies such as Vocational Rehabilitation and Social Welfare. Word-of-mouth, also, accounted for locating some clients. In these cases, family situation and need, job status and employer were all known in advance and this foreknowledge considerably facilitated implementation of upgrading. The Manpower Specialist had a decided advantage in negotiating with employers in these cases.

Since the Vermont E&D Project was only a test, it encountered problems locating the working poor. Had the income maintenance feature been included as was actually called for in FAP, the problem would not have existed.

B. Income Levels to be Used for Eligibility to Participate in Upgrading Programs

In the process of soliciting employer participation in upgrading training, the E&D Project staff located a number of low-income people. However, in the Burlington and Morrisville areas the staff found that the many low-paid workers' wages generally exceeded the income levels for eligibility based on family size set by proposed FAP legislation and were still unable to make ends meet.

Using the same income levels as determinants for working poor participation in upgrading training as were used to determine eligibility of unemployed persons for FAP cash benefits or for participation in subsidized public service employment appeared to be self-defeating to broad scale attempts to

upgrade large numbers of working poor. Too many working poor who could benefit from upgrading training earned wages that made them ineligible for assistance. Moreover, it was felt that the original income eligibility criteria discriminated against employees with small families (See TABLE 16 below) and presented problems of morale to the employer.

TABLE 16

Hourly, Weekly, and Annual Wage Based on Eligibility Status

Hourly Rates	Pay Ranges Per 40 Hour Week	Annual Wage Ranges	No. in Family to be Eligible
$ 0 - 1.30	$ 0 - 52	$ 0 - 2,704	2
1.35 - 1.55	54 - 62	2,808 - 3,224	3
1.60 - 1.85	64 - 74	3,328 - 3,848	4
1.90 - 2.15	76 - 86	3,952 - 4,472	5
2.20 - 2.45	88 - 98	4,576 - 5,096	6
2.50 - 2.75	100 - 110	5,200 - 5,720	7
2.80 - 3.00	112 - 120	5,824 - 6,240	8
3.05 - 3.30	122 - 132	6,344 - 6,864	9
3.35 - 3.65	134 - 146	6,968 - 7,950	10

If an individual was working on a full-time basis, it was highly unlikely he would meet the eligibility requirements with a family size of less than five. A check of the Burlington/ Morrisville local office active order files in early 1971 showed 95 active orders, of which only ten were below $2.00 per hour, and of the ten, eight were in the domestic services field: day workers, housekeepers and baby sitters. Based on this, the E&D Project requested and was granted a temporary suspension of the eligibility requirements for upgrading training.

SECTION V

COMPREHENSIVE STUDY OF UPGRADING SUBCONTRACTS AND THEIR SUCCESS OR FAILURE

A. Types of Industries

Of the ten major industrial divisions, the Vermont E&D Project conducted upgrading training for the working poor in eight. In all, 53 different industrial groups were represented within the eight divisions.

TABLE 17

Industrial Mix of Upgrading Subcontracts

Division	Title	Percentage Upgrading Subcontracts
A	Agriculture, forestry & fishing	.7%
B	Mining	0.0%
C	Contract Construction	6.4%
D	Manufacturing	27.7%
E	Transportation, communication, electric, gas and sanitary services	.7%
F	Wholesale and retail trade	21.3%
G	Finance, insurance and real estate	.7%
H	Services	34.0%
I	Government	8.5%
J	Nonclassifiable establishments	0.0%

The preponderance of upgrading subcontracts were in services (34%) and manufacturing (27.7%), closely followed by wholesale and retail trade (21.3%). Three of the divisions had only one enrollee each: Division A, 0192, Horticultural Specialties; Division E, 4210, Trucking, Local and Long Distance; and Division G, 661, Real Estate, Insurance, Loans, Law Office.

In Division C, Contract Construction, there were six upgrading subcontracts with a total of nine enrollees, seven of which was with general building contractors (1510 and 1511). One each were employed in highway and street construction (1611) and carpentry (1751) concerns.

In Division D, Manufacturing, group 3821, Mechanical Measuring and Controlling Instruments, except Automatic Temperature Controls, accounts for 38% of the thirty-nine enrollees in the division. This is not truly representative of the upgrading experience in the manufacturing sector as all 15 of the clients in this group were employed by one concern and upgraded under the same contract. Such single large contracts were the exception. Most contracts in this division were for individual Upgrades or multiples not in excess of four. Industries in groups 24 and 25, Lumber and Wood Products and Furniture, accounted for 33.3% of the manufacturing Upgrading clients.

TABLE 18

Number of Enrollees by Manufacturing Classification

	Division D, Manufacturing	No. of Enrollees	Percentage
24.	Lumber and Wood Products, except Furniture		17.9%
	2411 - Logging camps & logging contractors	3	
	2421 - Sawmills & planing mills, general	1	
	2491 - Wood preserving	2	
	2499 - Wood products, NEC	1	
25.	Furniture and Fixtures		15.4%
	2511 - Wood household furniture except upholstered	6	
27.	Printing, Publishing and Allied Industries		2.6%
	2711 - Newspapers: publishing & printing	1	
28.	Chemicals and Allied Products		2.6%
	2824 - Synthetic organic fibers, except cellulosic	1	
34.	Fabricated Metal Products		2.6%
	3446 - Architectual and ornamental metal work	1	

Division D, Manufacturing (cont'd)	No. of Enrollees	Percentage
37. Transportation Equipment		2.6%
3799 - Transportation equipment, NEC	1	
38. Professional, Scientific, and Controlling Instruments		38.4%
3821 - Mechanical measuring & controlling instruments except automatic temperature controls	15	
39. Miscellaneous Manufacturing Industries		17.9%
3914 - Silverware, plated ware & stainless steel ware	1	
3949 - Sporting and athletic goods, NEC	6	

Division F, Wholesale and Retail Trade, is the third largest industrial division represented in E&D's Upgrading, accounting for 21.3% of the enrollees. Of this division, group 55, Automobile Dealers and Gasoline Service Stations, accounts for 46.7% of the enrollees.

TABLE 19

Number of Enrollees by Wholesale and Retail Classification

Division F, Wholesale and Retail Trade	No. of Enrollees	Percentage
50. Wholesale Trade		10.0%
5048 - Fresh fruits and vegetables	1	
5090 - Miscellaneous wholesalers	2	
52. Building Materials, Hardware, & Farm Equipment Dealers		3.3%
5211 - Lumber and other building materials	1	
54. Food Stores		13.3%
5410 - Grocery stores	1	
5411 - Grocery stores	2	
5421 - Meat & fish (seafood) markets	1	

Division F, Wholesale and Retail Trade (cont'd)	No. of Enrollees	Percentage
55. Automobile Dealers & Gasoline Service Stations		46.7%
5511 - Motor vehicle dealers (new & used cars)	11	
5531 - Tire, battery & accessory dealers	2	
5541 - Gasoline service stations	1	
56. Apparel and Accessory Stores		13.3%
5621 - Women's ready-to-wear stores	4	
58. Eating and Drinking Places		10.0%
5810 - Eating & drinking places	2	
5812 - Eating places	1	
59. Miscellaneous Retail Stores		3.3%
5999 - Miscellaneous retail stores, NEC	1	

More detailed breakdowns of industries involved in Upgrading training and applicable DOT codes can be seen in APPENDIX C and APPENDIX D.

Guaranteed wage increases by industry were solely dependent on the individual subcontractor. In one case, no increase at all could be guaranteed because of a union contract and company pay schedule. This particular case involved fifteen enrollees at a gauge manufacturing firm, SIC 3821. Four of the completers have left the employ of the company and two were laid off and are awaiting recall. Four more remained in the same jobs and have received scheduled raises. The remaining clients who were upgraded were promoted according to the normal promotional schedule with preference because of their training and have received wage increases from two percent to 22%.

The average guaranteed wage increase was from $2.34 per hour to $2.65 per hour or 30.8¢ per hour. As depicted in TABLE 20, the average percentage increases ranged from 0% to 55% by industrial code. The averages exclude those upgrading subcontracts that were designed for self-employment for secondary wage earners in what are called cottage craft industries, e.g., Shelburne Spinners, Kent Weavers, since the trainees had no guarantee nor could an estimate be made of what their earning might eventually be. The percentage increases shown as N/A represent the experiences with cottage craft industries. A further breakdown of guaranteed wage increases can be found in APPENDIX D.

TABLE 20

Average Percentage of Guaranteed Wage Increase

By SIC Codes

SIC #	Average Percent of Increase/ Industry	SIC #	Average Percent of Increase/ Industry	SIC #	Average Percent of Increase/ Industry
0192	8.0%	4210	9.0%	7349	12.0%
1510	10.5%	5048	10.0%	7531	10.0%
1511	10.6%	5090	10.0%	7538	10.0%
1611	10.0%	5211	14.0%	7622	10.0%
1751	11.0%	5410	11.0%	7629	15.0%
2411	10.0%	5411	55.5%	7699	0.0%
2421	15.0%	5421	10.0%	8061	10.0%
2491	50.0%	5511	17.4%	8092	11.5%
2499	15.0%	5531	11.0%	8099	18.0%
2511	5.0%	5541	14.0%	8211	12.8%
2711	7.0%	5621	N/A	8242	N/A
2824	25.0%	5810	19.5%	8621	10.0%
3446	10.0%	5812	10.0%	8699	N/A
3799	6.0%	5999	27.0%	8911	30.5%
3821	0.0%	6611	25.0%	9280	17.0%
3914	N/A	7011	12.3%	9282	13.0%
3949	20.2%	7211	25.0%	9290	42.0%
				9382	10.0%
				9389	N/A

Those enrolled in Division I, Government, were evenly divided (3 each) between state and local governmental agencies. It should be noted that the six enrollees in industrial group 9389 were employed in the Orleans County Council of Social Agencies (OCCSA) which acted as an umbrella agency. The enrollees in OCCSA were being trained as flower growers under the aegis of OCCSA and the industrial code does not accurately reflect the nature of training.

The two largest groupings in Division H, Services, were in group 8242, Vocational Schools (14 enrollees) and 8211, Elementary and Secondary Schools (10 enrollees). As in the case of the OCCSA enrollees though, industrial group 8242 is somewhat misleading, as these enrollees were being trained to be hand-spinners and, like the OCCSA enrollees, were unemployed and being trained as secondary wage earners to upgrade family income. Industrial groupings within the divisions and the percentage of enrollees in each of the industrial groupings is given below.

TABLE 21

Number of Enrollees by Service Classification

	Division H, Services	No. of Enrollees	Percentage
70.	Hotels, Rooming Houses, Camps and Other Lodging Places		8.3%
	7011 - Hotels, tourist courts, & motels	4	
72.	Personal Services		2.1%
	7211 - Power laundries, family and commercial	1	
73.	Miscellaneous Business Services		2.1%
	7349 - Miscellaneous services to dwellings and other buildings	1	
75.	Automobile Repair, Automobile Services, and Garages		4.2%
	7531 - Top and body repair shops	1	
	7538 - General automobile repair shops	1	
76.	Miscellaneous Repair Services		6.3%

Division H, Services (cont'd)	No. of Enrollees	Percentage
7622 - Radio and television repair shops	1	
7629 - Electrical repair shops,NEC	1	
7699 - Repair shops & related services, NEC	1	
80. Medical and Other Health Services		12.5%
8061 - Hospitals	1	
8092 - Sanatoria, convalescent, & rest homes	2	
8099 - Health & allied services,NEC	3	
82. Educational Services		50.0%
8211 - Elementary and secondary schools	10	
8242 - Vocational schools, except vocational high schools	14	
86. Non-Profit Membership Organizations		10.4%
8621 - Professional membership org.	1	
8699 - Non-profit membership organizations, NEC	4	
89. Miscellaneous Services		4.2%
8911 - Engineering and architectural services	2	

B. Types of Occupations

Analysis of all of the DOT codes reveals the largest portion of occupations to fall into the Machine Trades categories. Almost 30% of E&D's Upgrading subcontracts involved upgrading in this category. The next largest occupational grouping was in Bench Work classifications, 19.8%, followed by 16.3% in the Professional, Technical and Managerial classification. The remaining classifications consisted of less than ten percent each of the total number of upgrades.

Within the Machine Trades classification, two DOT codes, 620.281 (automobile mechanic) and 681.885 (twister tenders/ spinners), account for the bulk of the total enrollees with ten and 14 clients respectively. The automobile mechanics were upgraded in seven different subcontracts, the largest single subcontract training four enrollees in a vocafional high school

after-hours class. The remainder were upgraded through on-the-job training. The 14 spinners were trained under two subcontracts, both with the Shelburne Spinners of Shelburne, Vt. and in an institutional framework.

TABLE 22

Enrollees by One-Digit DOT Code

		Percent	Number of Trainees
0	Professional, Technical, & Managerial	16.3%	23
1	Clerical and Sales	2.8%	4
2	Service	8.6%	12
3	Farming, Fishing, Forestry & Related	5.0%	7
4	Processing	2.8%	4
5	Machine Trades	29.8%	42
6	Bench Work	19.8%	28
7	Structural Work	9.9%	14
8	Miscellaneous	5.0%	7
	TOTAL	100.0%	141

Eight of the remaining enrollees in the Machine Trades were in occupations related to the manufacture of wood products: one 665.782, timber sizer operator (plane mill); one 669.137, foreman (woodworking); three 669.280's machine set-up man (woodworking); and three 669.587's, graders (woodworking). All of these upgrades were through on-the-job training.

The balance of enrollees in the Machine Trades were trained as maintenance mechanics and operators. One was trained as an offset press man. For a more complete breakdown, refer to APPENDIX E.

In the Bench Work grouping, 15 of the enrollees were trained under one subcontract as component inspectors (electronics), DOT code 726.687. Thirteen of the enrollees in the Bench Work group were unemployed people being trained in crafts to provide either supplemental incomes or to become self-employed and consisted of: one 700.281, silversmith (silverware); two 763.381's, furniture finishers (woodworking); four 782.884's, hand weavers any ind.); and four 787.885's, sewing machine operators (any ind.). One enrollee was trained as an electric tool repairman (any ind.), 729.281.

Ten 099.368's, study supervisors (teacher aides) account for almost half of the enrollees in the Professional, Technical and Managerial group. All ten enrollees were involved with

day care centers. Six received institutional training under one subcontract and four others were trained primarily through on-the-job training with supplemental after-hours study. The remainder of clients in this group represent ten additional DOT codes. Excepting the day care employees, the majority of enrollees in the group were employed by either State or local governmental agencies. Refer to APPENDIX E for a more complete breakdown.

Six of the 14 enrollees in the Structural Work grouping were upgraded to carpentry occupations; three, to automobile body repairmen; and two, to metal fabricating occupations (a helper and a foreman). The balance consisted of one maintenance foreman, one operating engineer, and one oil burner installation and serviceman.

Service occupations consisted of five hotel and restaurant cooks and one chef. In addition to the cooks, three enrollees were trained as meat cutters, making the preponderance of service occupations food-related. There were, as well, in this grouping one housekeeper, one nurse aid, and one dry cleaner.

Surprisingly few enrollees were trained in Clerical Work and Sales and in Processing occupations. Two of those in the latter category were in food-related occupations (a butcher and a donut maker) and the remaining two were in fabricated plastics products occupations, a foreman and an injection molding machine operator. There were no upgrades related to Sales, and the Clerical upgrades consisted of one secretary, one general office clerk, one bookkeeper, and one stock supplier.

There were seven flower growers, 406.181, in the Farming, Fishing, Forestry and Related grouping. Six of these, it should be noted, were trained under one subcontract with the Orleans County Council of Social Agencies in an institutional set-up to provide supplemental incomes and means for self-employment.

In the Miscellaneous occupations grouping, four of the seven enrollees were involved in automotive occupations: one tractor trailer truck driver, two tire repairmen, and one gas station attendant. There were also one woodworking yard foreman and two stationary engineers.

Over half the jobs upgraded were in five basic occupation-related fields. Some 22 enrollees were in textile-related jobs; 13 in food-related jobs; 11 in woodworking-related jobs with an additional six in carpentry jobs; and ten in education-related jobs.

Because guaranteed wage increases varied so much between individual subcontractors, it is difficult to come up with any meaningful finding about wage increase by occupations, especially

where there is more than one enrollee in a given DOT classification. The highest occupational grouping in terms of wage increases was that of Services, but this average is inflated because of the wage increases to the two meat cutters, one of whom received a 100% increase. The most consistently high wage increases were among the Professional, Technical and Managerial occupations. Bench Work occupations contained four of the six occupations that fall into the categories concerned with supplemental incomes and opportunities for self-employment, and to date, no meaningful estimate of percentage wage increases can be made for these occupations.

Sixty percent of all Upgrading training was performed as on-the-job training, as differentiated from classroom training. Virtually every occupation, with the exceptions noted below, utilized this method of training. Of the 39 instances of upgrading via institutional training, 28 fall into the cottage crafts, self-employment categories: 14 spinners, 681.885; four sewing machine operators, 787.885; four hand weavers, 782.884; and six flower growers, 406.181. Six study supervisors (teacher aides), 099.368, were upgraded via institutional training as were four automobile mechanics, 620.281, and one television service repairman, 720.281. Of the 17 enrollees whose upgrading was performed after hours, 15 were DOT code 726.887's, electronics components inspectors, which constituted all of the enrollees in that particular DOT classification.

For complete breakdowns by DOT codes relative to number of trainees, wage increases, types of training, etc., refer to APPENDIX D and APPENDIX E.

SECTION VI

PROCEDURES DEVELOPED FOR CONDUCT OF UPGRADING TRAINING PROGRAMS IN VERMONT

A. Operating Guidelines

During the first year of project operations, the income levels used to determine eligibility for working poor participation in the Upgrading program were the same as those used to determine eligibility of unemployed persons for cash benefits under the Family Assistance Program. This appeared to be self-defeating to large numbers of working poor for upgrading purposes. Too many working poor who could benefit from upgradint training earn wages which make them ineligible for such training under the proposed legislation. For a three month period the eligibility requirements were set at $6,000 to alleviate this situation. In the second year, the eligibility levels for upgrading training were set at 20% higher than the guidelines established for the unemployed client group enrolled in the Special Work Project. This enabled us to include those whom we believe are genuinely in need of upgrading training and to expand the experience acquired in the E&D Upgrading Training program. (See TABLE 11).

A note of explanation may be needed here. The E&D Project had difficulty in locating working poor persons for participation in upgrading training when the method used for identification was to seek such persons on the payrolls of established employers. Few income-eligible working poor were found in this manner. Although regular, established employers were interested in upgrading training, the specific employees they were interested in having upgraded were seldom eligible on the basis of income. A worker earning even the minimum wage of $1.60 per hour had to have a family size of four persons to be eligible for upgrading training by the income criteria.

Basically, the situation was as follows:

> The Mathematica, Inc., report projected that under any Family Assistance Program that might be implemented in Vermont, there would be 8,089 mandatory registrants of whom 2,366 would be "full year, full time employed adults" and therefore possibly in need of upgrading training, but the report did not indicate how, for whom, or where such working poor were employed.

The E&D Project in Vermont did not include an income maintenance feature as would have been the case had the proposed welfare reform legislation (H.R.1) been in effect. Therefore, working poor persons did not come forth seeking such benefits or to register for such benefits with an existing agency. It was also determined that working poor persons were not registered in any numbers with existing agencies, and the project was unable to obtain referrals of working poor from established agencies.

It was decided to attempt to locate working poor persons through employers. The E. F. Shelley and Company report was used to establish "marketing lists" in Employment Service local office areas which E&D Manpower Specialists then used to identify specific areas and types of employers to contact in order to explain and promote the E&D Upgrading Training.

Very few working poor persons, as defined by the H.R.1 income criteria, were found through employers although extensive efforts were made to do so. Interested employers were located but they seldom had employees who were eligible by income criteria.

In order to be able to gain some experience with upgrading training, the E&D Project was allowed an increase of 20% in income criteria for certification of working poor persons.

With the 20% increase in income eligibility levels, the E&D Project was then able to locate eligible persons on the payrolls of employers who evidenced circumstances such as interest, facilities, job structure, and equipment which permitted upgrading training. The project was then able to experiment with actual training programs.

It is evident that one unanswered question remains: if working poor persons in Vermont are generally not on the payrolls of established employers, then who are such working poor persons, in what area of the State do they work, and for whom do they work? Project staff feels such persons tend to be intermittently employed, often self-employed, persons who gain their income, such as it is, from logging and pulping, marginal farming, and other forms of endeavor where standard employer-employee relationships or structures often do not exist. This factor will have to be considered in any future upgrading training efforts with working poor persons in rural areas.

The first year project proposal called for 100 upgrading training slots with a budget of $60,000. This would allow an average of $600 per slot with a maximum of $1,000 established

for each training opportunity. The second year budget was set at $78,000 for 100 slots, which gave an average of $780 per upgrading training slot and a maximum of $1,200 for each slot that was established. An amount was built into the subcontract for Training Related Expenses of $100 per trainee.

In the negotiation of upgrading subcontracts we have established certain goals. The most important of these goals is a wage increase of at least ten percent and an improved job classification. The company was to upgrade an enrollee during normal working hours using the plant facilities and regular plant supervisory-training personnel. It was thought that such an approach would give the enrollees a strong feeling of company interest and participation and would guarantee increased salary. A formal upgrading training plan was usually designed after a review of the tasks involved in the job. The supervisory relationship was delineated as well as the extent of Follow-up visits by E&D staff to the enrollee.

These guidelines were not followed when efforts toward training self-employed individuals commenced. Since they were not working for an established organization, it was not possible to guarantee a particular wage increment.

B. Technical Materials Utilized

Early in the project a subcontract form was developed (See APPENDIX F) for upgrading training programs. The subcontract included a proposal section which was to delineate the scope of the training to be carried out, the person or persons who would conduct the training, the name of enrollees to be trained, and other responsibilities of the subcontractor. Attached to the proposal was a budget that showed all of the costs of the proposed training program.

A procedure was established for billing by the subcontractor in order to receive reimbursement of costs. This included an enrollee time sheet (See APPENDIX G) and a format for setting up an invoice using a standard letterhead of the firm (See APPENDIX H).

Initially checks were designed and ordered for use in making incentive payments to trainees. The intent was to have the benefit section of the agency issue these checks to the trainees. However, the procedure was revised to have the employing organization make incentive payments to the trainees, then include this in their monthly billing. Incentive payments were to be made only in situations where trainees were receiving training in non-working hours or on their own time.

Other technical materials utilized for upgrading training programs included instructional materials necessary for the conduct of training. In many cases, these materials were

included in the subcontract costs; in other cases materials were borrowed from the Division of Vocational Education in the Department of Education or another training source.

C. Follow-up and Follow-through Procedures Based on E&D Experience

Follow-up (during training) of upgrading trainees was performed by either Manpower Specialists or Coaches. Follow-up was performed during the first two weeks after the training had commenced and informally, as a matter of course, concurrent with monthly billings from employers. As Follow-up contacts were made, enrollees were asked how the training was progressing and if they were being trained according to the terms of the subcontract. The enrollees were also queried as to training or service needs during the Follow-up contacts.

Follow-through (after termination) contacts were made with upgrading trainees at two weeks, 30 days, and 90 days after completion of training, and data from these Follow-throughs were entered on the E&D Upgrading Data Matrix. The goal of the Follow-throughs was to determine:

a. Was the former trainee receiving the increased pay rate agreed upon in the subcontract?

b. Was the former trainee still employed by the subcontracting employer?

c. Had a new entry job opened as a result of the upgrading training provided to each employe ?

d. Had the former subcontracting employer tended to build any upgrading into his regular personnel practices?

e. Was the trainee satisfied with the job and training received?

As shown in TABLE 23, there was an increase in wages at 30 and 90 days after completion of training for 63% and 65% respectively, including eight percent who had additional increases. This indicates that approximately two-thirds of those who completed training received the agreed wage increase.

TABLE 24 shows that 67% of the enrollees were still with the training employer 30 days after training, and 61% of those completed and reported at 90 days were still with the training employer. At the end of 30 days, seven percent were with new employers while 14% were with new employers at the end of 90 days. At the end of 30 days, 12% were self-employed and at the end of 90 days, 11% were self-employed.

TABLE 23

Increase In Earnings

30 Days and 90 Days After Training

Earning Status	30 Days No. of Enrollees	%	90 Days No. of Enrollees	%
Increase in Earnings	74	63	58	57
Additional Increase	--	--	8	8
No Increase	43	37	35	35
Total	117	100	101	100

TABLE 24

Employment Status

30 Days and 90 Days After Training

Employment Status	30 Days No. of Enrollees	%	90 Days No. of Enrollees	%
Still with Training Employer	78	67	62	61
With New Employer	9	7	14	14
Self-Employed	14	12	11	11
Unemployed	9	7	10	10
In School	1	1	2	2
Not Available	6	5	2	2
Total	117	99	101	100

Only one new entry job opened as a result of the upgrading programs conducted, since the others were filling job vacancies that existed. It does not appear that employers built any regular upgrading practices into their personnel structures.

Trainee satisfaction is indicated previously in Section II, E, of this report.

The majority of Manpower Specialists and Coaches felt that the two week, 30 day and 90 day Follow-throughs were adequate for Upgrading trainees, especially for the sake of data collection. Several pointed out that too rigid a Follow-through schedule was not necessarily good and that frequency depended on individual trainees and their needs. Too many scheduled Follow-throughs, they felt, would be taken as intrusive by the Upgrading subcontractors and that, barring exceptional individual cases, the three scheduled Follow-throughs were adequate. Needs of Upgrading trainees were not the same as those of Special Work enrollees. Few trainees needed extensive counseling or coaching services from the E&D staff, and as a result, most Follow-through and Follow-up was performed by the Manpower Specialists who had negotiated subcontracts with the employers. Manpower Specialists were more familiar with the employers, the training to be performed, and the individual situations of the enrollees. In addition, they made monthly visits to employers to assist with billings, at which times they checked with individual trainees. Coaches were used, for the most part, only when specific needs that could not be met by the Manpower Specialists required their attention.

Follow-throughs and Follow-ups were most often made in person with both employers and employees. Occasionally, telephone contacts were considered sufficient by E&D staff members, but whether the contacts should be in person or by phone is considered by staff members to be dependent on both individual employers and trainees.

An additional aspect of Follow-throughs and Follow-ups was the monitoring of upgrading training programs as to quality of training and supervision. Formal guidelines were never established for monitoring the various upgrading training programs; the uniqueness of individual upgrading subcontracts made attempts to formalize monitoring procedures difficult. However, as field staff members gained experience and the training programs were refined with better guideposts in the training plans, monitoring became more effective. With the training plan available, Manpower Specialists could audit a training session to see if the plan was being followed, and they could ask the trainees if they had received certain training at specific points in time. Future programs of this type should incorporate a more rigid monitoring system and evaluative technique in order to assess the quality and validity of the training programs.

SECTION VII

MODELS OF OCCUPATIONAL DEVELOPMENT FOR THE WORKING POOR USED IN THE E&D PROJECT

The E&D Project followed two basic models for upgrading the working poor in Vermont. The two models are portrayed in flow charts following this page.

A. Upgrading - Rural Model (OJT)

The method used for occupational development during the first two years of the E&D Project followed these lines:

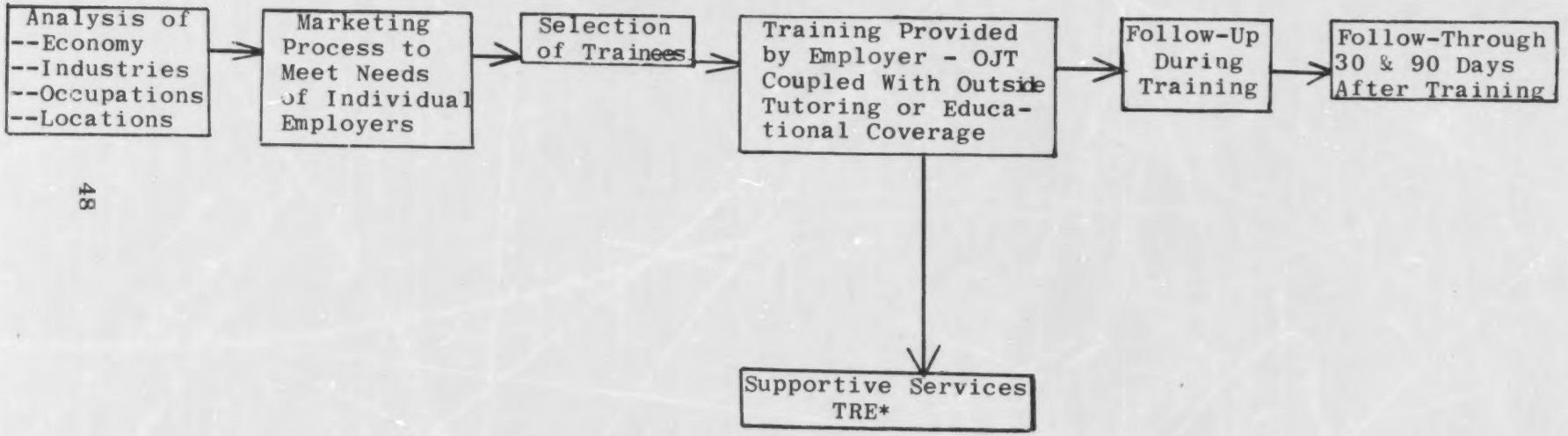
> An analysis was made of employers available in the area with a selection made of those who seemed most appropriate for upgrading training programs. Manpower Specialists then went to the selected employers and presented the basic tenets of the program in order to solicit their cooperation. Once the employer agreed to participate in the program, a subcontract was drawn up and employees were selected based on their income and family size. Usually about three weeks after the subcontract was signed, the training program commenced. The training program consisted of on-the-job training provided by the employer in conjunction with courses that sometimes were provided by outside sources. During the training period the Manpower Specialists would Follow-up to see that the training was being done and to determine if there were any problems to be resolved. After the training concluded Follow-through contacts were made to ascertain the status and subsequent progress of the participants.

B. Upgrading - Rural Model (Self-Employment)

During the last year of the project, several self-employment upgrading programs were conducted. With this approach it was necessary to find a sponsor to conduct a training program in a field that seemed to offer potential for self-employment in making products that were readily marketable. Once a sponsor was found, a training plan was developed with a specific number of trainees selected to participate in the program. The selection was done by the Employment Service (ES) Counselor after referrals from either an ES interviewer or some other agency, e.g., Social Welfare, Vocational Rehabilitation or some other social service agency. Once the training program began,

ILLUSTRATION 1

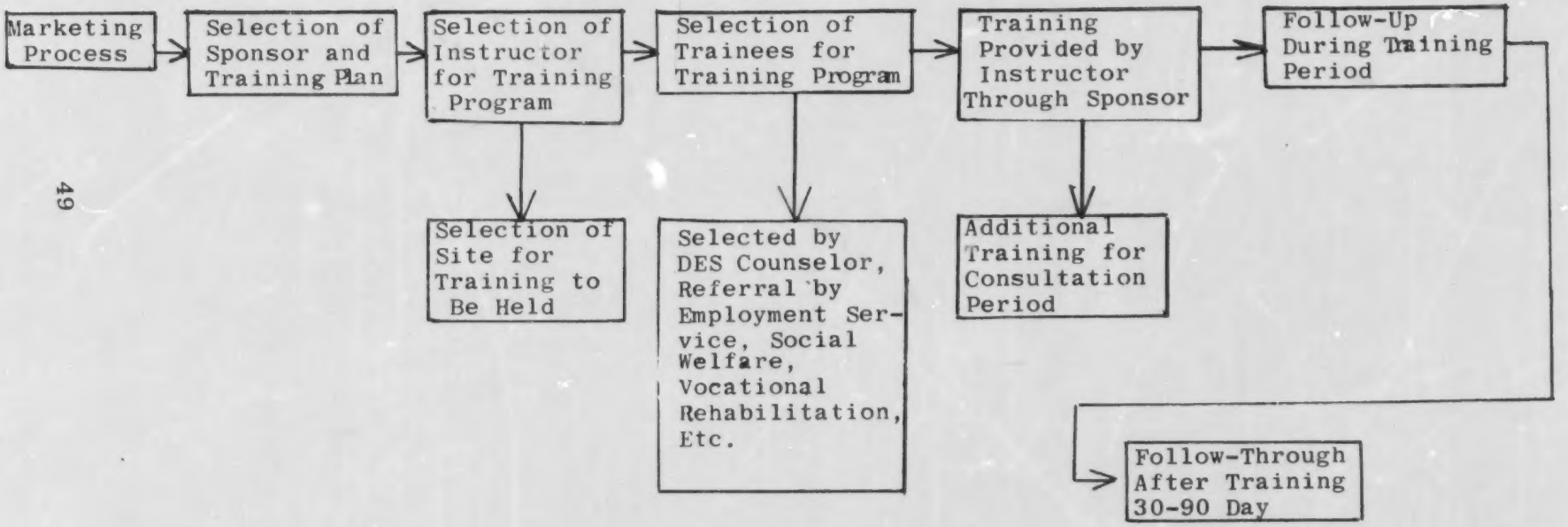
Upgrading - Rural Model (OJT)



*TRE -- Training Related Expenses; any necessary expense incidental to upgrading a client; often spot assistance in transportation or clothing.

ILLUSTRATION 2

Upgrading Rural Model - (Self-Employment)


Marketing Process
Selection of Sponsor and Training Plan
Selection of Instructor for Training Program
Selection of Trainees for Training Program
Training Provided by Instructor Through Sponsor
Follow-Up During Training Period
Selection of Site for Training to Be Held
Selected by DES Counselor, Referral by Employment Service, Social Welfare, Vocational Rehabilitation, Etc.
Additional Training for Consultation Period
Follow-Through After Training 30-90 Day

Manpower Specialists or another staff member followed up to see if the training program format was being utilized and to resolve any problems that cropped up. At the conclusion of the initial training program, in several cases, additional funds were authorized for periodic training, consultation and market assistance. Follow-through was conducted by the Manpower Specialists or Coaches.

SECTION VIII

DISCUSSION OF MARKETING TECHNIQUES USED BY THE E&D PROJECT

A. Initial Approach

When the E&D Project first became operational in November, 1970, Manpower Specialists concentrated their efforts on developing Special Work slots in order to get that segment of the project underway. Staff members did try to develop upgrading training opportunities but experienced some difficulty in getting employer interest in this program component. As stated earlier, the economy and general labor market as the project got under way made employers hesitant to institute any new practices at this time. They were interested in keeping costs down and not anxious to get involved in upgrading training until the economic situation improved.

The initial upgrading subcontracts that were developed were of the OJT variety, that is on-the-job training rather than formal classroom training. This approach seemed to be the most acceptable to the small employing firms that exist in Vermont and that the E&D staff necessarily had to negotiate with. It seemed to fit the needs of training one or two employees within small closely-knit organizations with ten employees or less.

The primary difference between the model developed for upgrading training and standard OJT contracts was the method of reimbursing employers. Conventional OJT contracts reimbursed the employer for up to 50 percent of the employee's wages for a specified period of time depending on the complexity of the training being conducted; the E&D Project assumed the added costs of training the employee, including the cost of the trainer or lost time of a supervisor conducting the training, costs of materials spoiled or wasted during the training and other instructional materials used.

This approach seemed agreeable to most employers and thus was fairly easy for Manpower Specialists to market. This method then became the general pattern of subcontracts negotiated during the first project year. In the second project year when the target area was expanded to the entire State the same general approach was continued. Because the Manpower Specialists assigned to local offices had to become familiar with the overall procedures of the E&D Project, it was only natural to follow the same basic approach developed by the experienced personnel in the project.

Even though a number of upgrading training opportunities were developed during this period, the program objectives were not being delivered to a wide enough range of employers. In December of 1971, the Central Office Staff developed a brochure (See APPENDIX I) explaining the E&D Upgrading program. In early January, 1972, the brochure was mailed out to all UI-covered employers in the State, along with a letter and questionnaire (See APPENDIX J) to be returned prepaid postage, indicating either positive or negative interest in the program. Simultaneous with the brochure mailing, field staff members were requested to intensify their efforts in the Upgrading component of the project. Also, at this time, presentations were made to employer organizations and promotion was done through Chambers of Commerce in the State. This stepped-up activity resulted in the enrollment of an additional 69 trainees during the first quarter of the 1972 calendar year. However, the subcontracts that were written during this period, except for one, still continued to be basically of the OJT genre with no innovative approaches having resulted.

B. Analysis of Direct Mailing

Approximately 6,400 brochures and questionnaires were mailed to the employers noted previously. Most of the questionnaires that were returned were received over a four week period, although many continued to trickle in several weeks after the mailing. Out of the 6,400 questionnaires distributed, 1,699 or 26.5% were returned. Of the employers who responded, 460 or 27% indicated a positive interest in the program. Approximately 55 of the subcontracts negotiated during this period of time were a direct result of the interest created by this mailing. When the questionnaires were received by the Central Office, copies were made and forwarded to the Manpower Specialists in the appropriate district office. The Manpower Specialists would then make a follow-up contact with the employer to give further details about the program and answer any questions that might have been generated by the brochure. As a result of these follow-up contacts, many employers decided that they either could not take advantage of the E&D Upgrading program or that they did not have the capabilities to undertake the training involved for sample reasons such as those listed below.

> Many employers paid wages high enough so that only those employees with large families were eligible by income criteria for upgrading training. A number of employers were reluctant to provide upgrading training to one or two eligible workers when their co-workers, similarly in need of training from the viewpoint of the employer, were ineligible by income criteria.
>
> Some employers were uninterested in upgrading training possibilities due to the economic downturn and uncer-

tain economic conditions facing their organizations. More than one employer stated something to the effect--"I'm just hanging on until spring to see if I'm still in business. I'm going to cut costs and not begin anything new."

A number of employers had responded positively to the mailing merely to obtain complete information. When they became acquainted with full details and possibilities of upgrading training, they were uninterested in such training.

Some employers had "flat" occupational structures with no need for more highly skilled employees.

Some employers who wanted to participate in upgrading training were hesitant or unable to do so because they had no skilled person on their payroll who could instruct trainees, and felt an outside instructor would not be a reasonable alternative.

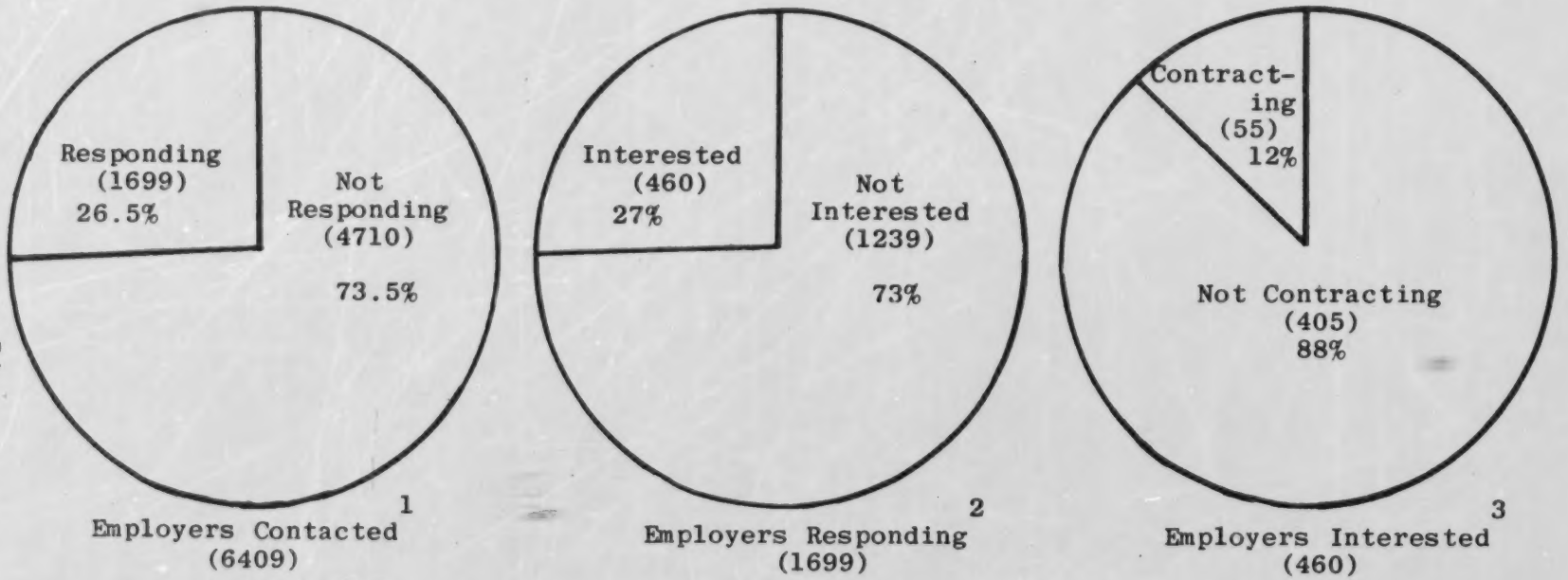
Some employers did not have the necessary facilities, space, equipment, machinery, etc., and such could not be provided as a training expense at reasonable cost.

The employers that could take advantage of the program and offer the kinds of training programs the project was interested in were then given specifics concerning the subcontract and the responsibilities that would ensue upon the completion of negotiations. The subcontracts were then drawn up and sent to the Central Office for approval, usually three weeks prior to the commencement of the training period. Subsequently, the Manpower Specialists would supply the employer with time sheets and explain the billing and reimbursement procedures.

The results of the questionnaire returns are presented graphically in ILLUSTRATION 3.

ILLUSTRATION 3

Upgrading: Employer Receptivity To Program Promotion Efforts



1. All Vermont employers on the DES mailing list were sent a brochure describing the E&D Upgrading program and asking for a response as to whether or not interested (also reasons if not interested).

2. Of the 1699 responses received, 460 or 27% indicated an interest in the program. Local staff were sent to follow-up all positive responses, and to report the result of all follow-up visits.

3. Of the 460 interested employers who were visited, 55 or 14% contracted with DES to establish upgrading programs.

C. Report of Employer Contacts

Upgrading training contacts had been made to employers from the inception of the E&D Project, although a formal record was not maintained. At the end of November, 1971, a cumulative weekly summary was made for each Manpower Specialist in each district office indicating contacts made in regard to E&D Special Work and E&D Upgrading. The reasons for the summary were twofold:

1. to stimulate a more competitive spirit between the Manpower Specialists in each district, and

2. to provide a report to project management to determine which areas needed assistance from Central Office Staff.

In late December of 1971, it was felt that the E&D Project had not yet made enough employer contacts in Vermont for the promotion of upgrading training to provide a sufficient data base for a knowledgeable response in regard to questions concerned with the upgrading experience of the project. Therefore, project management requested that between December 23, 1971, and January 15, 1972, all E&D Manpower Specialists devote their entire attention to the promotion and negotiation of upgrading training opportunities. In order to concentrate solely on the promotion of upgrading training, E&D Manpower Specialists were asked to refrain from all activity connected with Special Work unless it was absolutely necessary.

Manpower Specialists made calls on employers to follow up on the mailing and also made calls to promote E&D Upgrading training during the period. This resulted in a significant increase in the number of subcontracts negotiated.

SECTION IX

POTENTIAL FOR SELF-EMPLOYMENT BY THE TARGET POPULATION AND EVOLVEMENT OF TRAINING PROGRAMS

A. Potential of Secondary Wage Earners

In the second year of the E&D Project, new directions were sought in an effort to upgrade the working poor. For those employers who could not participate in an upgrading program, it was often not possible to establish after-work upgrading training or practical to have them leave their employer to receive government retraining. In other situations, employers did not have opportunities for upgrading within the structure of their organization, i.e., "there was no place to upgrade the trainee to." One possible way to assist such persons, which was supported by the spirit of the then-proposed welfare reform goal of "upgrading the family", was to provide upgrading training to spouses or other family members to enhance their potential as secondary wage earners. The Mathematica, Inc. data showed that 61% of FAP-eligible Vermont families in which the head was employed for a full year have two parents, with the spouse being unemployed year-round in 80% of the cases.

During the second and third project years, an endeavor was made to explore the feasibility and effectiveness of upgrading the working poor by the delivery of manpower services to secondary wage earners in a family. For example, if we located a regularly employed male who qualified as working poor and were unable to effect an improvement in his income level, we investigated the possibility of "upgrading" the family income by enrolling his wife or another family member in available manpower services at the disposal of the E&D Project.

Because of the rural nature of Vermont and the dispersement of its low-income and indigenous poor, a number of problems arise in the delivery of manpower services to them. Two of the main problems encountered were transportation because of the distances involved and child care services for those families with preschool children. Since these problems exist in most areas of the state, a method of reaching the disadvantaged with manpower services needed testing. In many cases the family head was employed as a farm laborer or employed in seasonal occupations in which upgrading was impossible.

For these reasons, it was felt that if the wife, who may be

unable to work away from the home because of small children or lack of transportation, was given training in an occupation that she could pursue at home, then a major problem would be solved. If the wife was given training in a craft or light industry that could be carried on at home, then she could contribute to the family income without sacrificing the care of her children and eliminate the transportation problem. This became a goal of the E&D Upgrading program: to arrange for training of one or more persons in various types of occupations that would allow family members to become secondary wage earners and consequently enhance the family standard of living and foster family stability.

B. Cottage Craft Industries

Because Vermont is rural in nature with a widely dispersed populace and because tourism and the ski industry contribute a sizeable portion of Vermont's gross revenues, craft products are a potentially significant area for development of slots. In recent years the renewed interest in homemade craft products has been phenomenal. The number of craft shops has increased dramatically and handmade products of all kinds are being sought by an ever increasing number of people. Not only are these products desired for their workmanship and quality but also for their individuality and uniqueness. Since demand exists, the need for craftsmen to produce the items required is growing, and consequently the people of Vermont should be in a position to produce and market these products. Development of "cottage crafts" increases the small craft industries and provides income to Vermonters while aiding in the preservation of the environment without usurping the natural beauty of Vermont.

For the above reasons, the Vermont E&D Project concluded that it would be advantageous to attack two areas of need: on the one hand, helping low-income people to improve their family income while, on the other, producing cottage craft items to meet the demands of the economy.

In conjunction with trying to fulfill these needs, the Vermont E&D Project has been instrumental in giving impetus to a limited number of experimental projects in the area of cottage crafts. The outcome of these particular projects, in terms of success in improving family income and stability, cannot be fully assessed within the time frame of this project. However, some conclusions may be drawn from the experience gained so far, although many of these projects are now just nearing completion. It has been demonstrated that a number of the people involved in the various projects have gained a new interest in their lives; they have made new friends, pursuing common interests in a united way to achieve common goals. As a result of the self-esteem engendered by the project, many trainees have gone on to further their educational development through adult basic education or the Vermont Community College. In other cases, other family

members have become interested in the new pursuit of the enrollees, and project staff have observed an improvement in the home environment, a new interest in outward appearances, and a general spirit of togetherness within family relationships. Whether or not an actual contribution to the income of the various families involved will occur cannot be gauged until some time hence. However, the success of the self-employment upgrading projects should not be measured merely by an increase in income; a certain amount of value has been derived by those who were involved.

Since the E&D Project had established a procedure by which employers provided upgrading training and submitted invoices for reimbursement of their costs, the same method was adopted for self-employment upgrading programs. In several instances a sponsoring organization to defray the costs of the programs did not exist. Therefore, it was necessary to find or set up an organization to advance necessary funds; this caused a slight inconvenience in getting at least two of the programs started.

Following are short synopses of the cottage craft upgrading training programs that have been sponsored through the E&D Project.

1. The Shelburne Spinners

The Shelburne Spinners was the first innovative attempt at upgrading in the Vermont E&D Project. The E&D Project in conjunction with the Arts & Crafts Division of the Vermont Department of Education and the coordinator who conceived the program, were instrumental in forming the Shelburne Farm Spinners and Weavers, Inc., a nonprofit educational corporation to act as both sponsor and school for the upgrading training.

Spinning was chosen because it is a skill which is not currently being used to any great extent as a professional income-producing craft. However, there did appear to be a demand for hand-spun wool from knitters, embroiderers, and weavers with supplies currently available only from abroad, or from amateur spinners. At the same time, wool is produced in Vermont which is sent out of the state and absorbed in wool pools. By developing local spinning skills, an outlet for local raw wool could be created, and a supply of hand-spun wool could be produced for use by other local and regional craftsmen.

Eight women trainees were recruited from and referred by the Department of Social Welfare, the Elizabeth Lund Home in Burlington and the Department of Employment Security during the first of two subcontracts. Six women were trained during the second subcontract.

A training program and marketing plan were developed by a board established to provide guidance to the program. The board is comprised of two trainees, the workshop coordinator, the Director of the Vermont Arts & Crafts Service, local businessmen, a faculty member of the marketing department of the University of Vermont, a member of the Vermont Sheepbreeders Association, and a WIN counselor.

The volunteer coordinator for the program who, in conjunction with the Arts & Crafts Service of the Department of Education, conceived the program, also arranged for space to be donated for the training program and attended to the administrative details of implementing the training.

A professional spinner/weaver was recruited to conduct the training. This instruction was supplemented by professional demonstrations and workshops at the school. A part-time instructional consultant was engaged after several weeks to assist in training in order to provide more advanced instruction to the trainees.

When these resources had been assembled, an upgrading subcontract was negotiated and approved to cover the costs of training (Subcontract #UP-302, Total Cost = $6,380).

Training for the first subcontract was conducted on a full-time basis (six hours per day, five days per week) over an eight week period from February 22 to April 14, 1972, and for the second subcontract, on a part-time basis (four and one-half hours per day, three days per week) over 14 weeks from January 2, 1973, to May 18, 1973.

Lunch was also provided to the trainees as part of an instructional program in nutritional education and low-cost food preparation.

With only eight E&D trainees enrolled in the program at first and an additional six later, highly personalized and individual instruction was possible. Graduated skill instruction was given at the training center, with practice time for newly acquired skills. Instructors and consultants were available constantly to assist trainees in developing spinning skills.

The instructor and consultants were well-qualified spinners who had broad experience in spinning and weaving and had worked professionally at these crafts.

Early in the program, all trainees became aware of the sincerity with which this training was being given. The training staff demonstrated a deep interest in the lives of the trainees and in the value that this training would have to the enrollees as a potential source of income. This interest and

attention had the effect of highly motivating the trainees to perfect their skills.

The enrollees quickly began to exhibit a highly professional attitude toward the quality of their work and a respect for the craft in which they were engaged.

Consequently, all the trainees completed the training program and became proficient in using the equipment and materials to produce acceptable yarn.

As a result of the training, the trainees are able now to produce acceptable yarn for knitting and weaving purposes. However, the skills acquired still require considerable practice in order for the quality of the yarn to become consistent and predictable. This is extremely important for marketing purposes in order that future customers can be certain of a consistent quality of yarn. Also, through the post-training period greater speed is being developed to increase the amount of production. During this period, one of the instructors has visited the women at their homes to help overcome any difficulties they might have, and to reinforce the instruction given during the course.

While the earnings of the enrollees cannot be accurately predicted at the present time, it is quite likely that most of the enrollees will eventually have their welfare grants reduced substantially or get off welfare entirely due to the training received. In varying stages of development are the establishment of a marketing cooperative, the development of marketing outlets through a well-established yarn shop, mail order sales, spinning demonstrations conducted by the women, and the potential for teaching others how to spin for a tuition fee. Subsequent to the funding provided by the E&D Project, the Shelburne Spinners received a grant of $16,000 from the New England Regional Commission.

Most recently, Shelburne Spinners has set up a quota for its graduates of spinning enough wool to produce a minimum of two mitten kits a week. This represents a $4 income for a production time of from two to four hours, depending on individual spinners' speed. Shelburne Spinners just got their first order for 3 dozen mitten kits at the wholesale price of $2.50 per kit. Additional money from the sale of kits goes back to Shelburne Spinners for purchase of more raw wool. Aside from actual spinning time, one day a week is allowed for preparation of raw wool.

An average qualified spinner should be able to produce about 350 yards of yarn per hour. This equals two skeins of finished yarn. The spinner is paid two dollars per skein for first quality yarn. However, it takes about one hour of fibre preparation, i.e., scouring, carding, etc., for each hour of production. This means

an average spinner should be able to make about $2.00 per hour after approximately six months of experience + gain this proficiency level.

A great deal of time is left during the week for actual production, and since graduates can spin at home with wheels they received as part of the training, there is a good potential for supplemental income through spinning, which is solely dependent on the individual's speed and initiative.

A 30-minute documentary was produced by Vermont Educational Television on the Shelburne Spinners and shown on July 11, 1973. This program was entitled "Vermonters Spin a Good Yarn" and presented the story of wool processing from the shearing of sheep to wool preparation and spinning yarn. The program also included background information on the cooperative group and the philosophy behind the project. This video tape is available on loan from the Vermont Department of Employment Security, P.O. Box 488, Montpelier, Vt. 05602. The video tape is ½"-1 mil polyester tape.

In the June, 1973, issue of Chittenden magazine an interesting article about the Shelburne Spinners appeared. The article was entitled "Can Spinning Wool Help Save Vermont?" (See APPENDIX L).

2. Vermont Historical Society (Kent Weavers)

Early in the third project year an innovative program was commenced through the guidance of the Arts & Crafts Division of the Vermont Department of Education. The program was sponsored by the Vermont Historical Society and utilized the Kent Museum in Calais, Vermont, which the Society operates. Thus, this group of trainees became known as the "Kent Weavers". The program was started to train four low-income family members in the art of hand weaving in order to give them an occupation that they could pursue at home at their own pace and time schedules. The instructress was a person well-versed in the art of weaving who had sold work professionally and conducted other training courses. A comprehensive training program was developed (See APPENDIX K) to cover a 12 week period of time, with two trainees starting out and two more to continue four weeks after the first two; this was done to reduce the per unit instructional costs. The trainees were selected from the Employment Service files and referred to the instructor for evaluation and appraisal.

The four trainees that were selected progressed and improved in excellent fashion during the training period and were nearly ready to produce professional quality work. However, the subcontract was extended to cover an additional eight weeks for the trainer to consult with trainees on a weekly basis and meet jointly with them every two weeks to answer questions and give

them needed support. Subsequently, the consultation period continued for another ten weeks to create a liaison among the trainees and to assist in marketing. Marketing of the products is a major problem and may require the intervention of an outside professional organization. The Kent Weavers' first project commercially was an order for 150 place mats for a restaurant. The first delivery was 17 mats at $1.50 each for a total of $25.50. It took ten hours to produce the mats on a loom which equals about $2.55 per hour less the cost of materials. These mats were sold for less than could be expected at retail prices. A competent weaver should be able to earn in the vicinity of $2.50 per hour, depending on the item being made. Hopefully, as time passes, the women involved with this project will receive income to enhance their standard of living, decrease welfare dependency, improve their self-image, and create a renewed interest in accomplishment.

In early spring, an extended period of visits by the instructor made it possible for the Kent Weavers to expedite outstanding orders from their homes. Custom place mats for the Fork Shop of the Green Trails rural resort complex at Brookfield's Floating Bridge have been delivered and the weavers are greatly encouraged in their craft by the expressed satisfaction of the Green Trails management. These mats are in use at the Fork Shop and some of these same mats will be exclusively available for purchase at the Fork Shop.

Yarns have been purchased privately by the weavers and future marketing of Kent-woven items will be coordinated by Tom Kennedy of the Vermont Arts & Crafts Service, always with a willing "assist" from the instructor.[1]

3. Fabulous Tables

This project was a short duration project of two weeks' time to give two trainees advanced training in the production and marketing of handmade tables and other wood products. The trainer was a person who had been making rustic tables and selling them from one location for a number of years. The two trainees learned techniques in the production of tables and were assisted in the purchase of necessary tools. Presently one of the two is working fulltime producing wood products while the other is working outside in order to secure money to invest in the wood products, and working part-time in the wood products operation. They have traveled out-of-state to show items at trade shows, and the future outlook for continuation is bright.

1 Arts & Crafts Service Newsletter, Montpelier, Vt., August, 1973.

4. Thomas Burns Silversmiths

This upgrading training program was to give a trainee the technical skill to produce quality silver jewelry and other silver products in order to make enough income to sustain himself and family in addition to the small farm that he operated. The family is able to produce vegetables and keep animals to sustain themselves but needed enough income to buy the necessities that could not be raised. This is the life style that the individual chose to follow and if a skill has been acquired that will enhance the family's level of existence, then value has been gained from the experience.

5. Orleans County Council of Social Agencies (Greenhouse Project)

The Orleans County Council of Social Agencies is the sponsor of an upgrading training program that was funded by the E&D Project. The training program was designed to train six low-income people, two of whom were a married couple, in the building and care of greenhouses which could assist them in increasing their family incomes. The instructor was a greenhouse operator who had conducted several MDTA courses previously. Sessions were held for four hours, three times weekly for twelve weeks, and all phases of greenhouse operation were covered. All six trainees completed the course and the instructor was very enthusiastic about their cooperative participation and optimistic about their chances for success. The trainees are now in the process of obtaining no-interest loans through the auspices of OCCSA with which to construct their own greenhouses. Two trainees have built greenhouses and two others are in the process of building them, while the couple is moving to a new location and will be ready for next spring. The instructor feels that some of the trainees have an excellent chance of showing a small profit this year from their efforts.

6. Fashions and Fabrics

This upgrading training program was designed to train four low-income persons in the making of custom draperies and slip covers in their homes to be marketed through the retail shop. On the conclusion of the training period, the trainees will be able to work in their own homes producing the items requested at a rate of approximately $3.50 per hour. This training program is still under way and it will be a while before an assessment can be made of its value to trainees.

APPENDIXES

APPENDIX A

ITINERARY OF FIELD TRIPS

Staff Members: White, Cashman, Grant, Fiedler

Monday, August 10, 1971

9:00 a.m. Humanic Designs Corporation
1615 Northern Blvd.
Manhasset, Long Island, New York
Miss Caroline Pezzullo 516-365-8666

2:00 p.m. "New Occupations Demonstration Project"
Mobilization for Youth, Inc.
214 East Second Street
New York, New York
Dr. Feifer 212-677-0400

Tuesday, August 11, 1971

1:00 p.m. Rutgers University
Institute of Mgt. & Labor Relations
Riders Land & Clifton Ave.
New Brunswick, N.J.
Mr. Vega 201-247-7767

Wednesday, August 12, 1971

9:00 a.m. Industrial Training Services
N.J. Dept. of Labor & Industry
790 Broad Street
Newark, N.J.
Mr. Mortimer Harvey 201-648-3421

Thursday, August 13, 1971

11:00 a.m. Maryland Dept. of Employment Security
1100 N. Eutaw Street, Rm. 608
Baltimore, Maryland 21201
Mr. Stew Douglas, Director
W.I.N. Program Coordinator
Mrs. Quinn, his secretary

Monday, August 17, 1971

Afternoon - Muskegon Special Works Project
Mr. Herbert Schefline (W.I.N. Coordinator)
Room 406
Michigan Employment Security Commission
7310 Woodward
Detroit, Michigan 48202 313-872-4900

Tuesday, August 18, 1971

Morning - Muskegon Special Works Project

APPENDIX B

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

Contract Number	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UPL-005	Lambert Tire Co.	Morrisville	Tire Rep.	5531	1	Material Handler (929.887) 2.125/hr.	Tire Repair Serviceman (915.884) 2.375/hr.	12	9
UPL-006	No. American Metals	Morrisville	Mfr.	3949	2	Machine Feeder (619.886) 2.25/hr.	Set-Up Man (616.880) 2.50/hr.	11	18½
UPL-010	Spruce Pond Inn & Motel	Stowe	Restaurant & Motel	7011	1	Cook Helper (317.887) 3.50/hr.	Cook (313.381) 3.75/hr.	7	15
UPL-019	No. American Metals	Morrisville	Mfr.	3949	1	Clerk, Gen Office (219.388) 2.50/hr.	Office Mgr. (169.168) 3.125/hr.	25	8
UPL-023	News & Citizen, Inc.	Morrisville	Publishing & Printing	2711	1	Print Shop Helper (979.886) 2.65/hr.	Pressman Cylinder (651.168) 2.80/hr.	6	9
UPL-030	Ward's Inc.	Morrisville	Auto Body Repair	5511	1	Auto Body Repairman Helper (807.887) 2.00/hr.	Auto Body Repair Combination (807.381) 3.00/hr.	50	14
UPC-031	Vt. State Health Dept.	Burlington	State Agency	9280	1	Sanitary Inspector (168.287) 3.00/hr.	Environmental Technician No Applicable DOT 3.50/hr.	17	12
UPC-032	UVM, Extension Service	Burlington	Education	9282	1	Nutrition Aide (096.527) 2.00/hr.	Supervisor, Nutrition Aide (096.527) 2.25/hr.	12½	4

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP06-341	Southcrest Play School	So. Burlington	Day Care Center	8211	2	Nursery School Att. (359.878) 2.25/hr.	Teacher Aide (099.368) 2.75/hr.	22	10
UP06-342	Planned Parenthood of Vermont	Burlington	Health & Allied Svc	8099	1	Outreach Wkr. 1.85/hr.	Field Coord. 2.25/hr.	22	25
					1	Outreach Wkr. 2.25/hr.	Field Coord. 2.75/hr.	22	25
UP06-343	Champlain Valley 4-C's	Middlebury	Day Care Center	8211	1	Home School Coord. (195.238) 2.50/hr.	Home School Coord. (195.238) 2.75/hr.	10	8
					1	Teacher (092.228) 2.25/hr.	Teacher (092.228) 2.50/hr.	11	8
					1	Home School Coord. (195.238) 2.10/hr.	Home School Coord. (195.238) 2.30/hr.	9	8
					1	Outreach Wkr. (195.238) 2.00/hr.	Outreach Wkr. (195.238) 2.20/hr.	10	8
					1	Nutrition Aid (195.238) 2.00/hr.	Nutrition Aid (195.238) 2.00/hr.	--	8
					1	Caretaker (307.878) 1.00/hr.	Caretaker (307.878) 1.10/hr.	10	8

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP11-311	Luxury Homes, Inc.	Bomoseen	Home Builder	1751	1	Laborer (860. 887) 2.25/hr.	Carpenter (860. 281) 2.50/hr.	12	17
UP11-312	J.L. McLaughlin Co.	Rutland	Construction	1510	1	Laborer, Carpenter (860. 887) 2.25/hr.	Carpenter (860.281) 2.50/hr.	12	12
UP13-313	Monarch Lumber Company	E. Burke	Lumber Yard	5090	2	Edger Man (667.782) 2.05/hr.	Grader (701. 381) 2.25/hr.	10	12
UP01-315	Bean Chevrolet Company	Northfield	Auto Dealer	5511	1	Auto Mechanic Helper (620. 884) 2.00/hr.	Auto Mechanic (620.884) 2.20/hr.	10	16
UP01-316	Neun IGA Store	Northfield Falls	Retail Store	5410	1	Salesperson, Food (290.877)	Meat Cutter Apprentice (316.884) 2.06/hr.	12	15
UP01-319	Angie's Rest	Barre	Rest.	5810	1	Stores Laborer (922.887) 1.75/hr.	Cook, Rest. (313.381) 2.00/hr.	14	20
UP05-320	Abroad Motor Inn	West Dover	Motel	7011	1	Chambermaid (323.887) 2.00/hr	Cook-Housekeeper (313.381) 2.50/hr.	25	10
UP12-323	Vt. Precision Tools	Swanton	Mach. Shop	3545	1	Prod. Mach. Oper. (609.885) 2.25/hr	Mach. Set-up Operator (600.300) 2.75/hr.	22	26
UP01-325	Bean Chevrolet	Northfield	Auto Dlr.	5511	1	Auto Mech. Helper (620.884) 2.50/hr.	Auto Mech. (620.281) 2.75/hr.	10	20

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP01-281	K.R. Baird Contractors	Montpelier	Builder	1510	1	Carpenter's Helper (860.887) 3.00/hr.	Carpenter, Rough (860. 781) 3.30/hr.	10	15
UP01-285	T. Rossi Trucking	Barre	Trucking	4210	1	Auto Mechanic Helper (620. 884) 2.75/hr.	Auto Mechanic (620.281) 3.00/hr.	10	18
UP11-289	Bennington/Rutland Opportunity Council	Bennington	Social Service	9382	1	Program Aid (195.228) 2.10/hr.	Community Organization Worker	10	20
UP11-300	Whitten Enterprises	Arlington	Iron Fabricator	3446	1	Metal Fabricator (804.886) 2.00/hr.	Metal Fabricator (404. 886) 2.20/hr.	10	18
UP14-301	Windsor Hospital	Windsor	Hospital	8061	1	Med. Lab Ass't (078.381) 2.50/hr.	Med. Reference Librarian	10	20
UP06-302	Shelburne Spinners & Weavers	Shelburne	Craft Guild	8242	8	Unemployed	Twister Tender	Self-Employed	8
UP11-303	Bennington/Rutland Opportunity Council	Rutland	Social Service	9382	1	Clerk (219. 388) 2.10/hr.	Secretary (201.368) 2.31/hr.	10	13
UP06-305	O.H. Riley, Inc.	Burlington	Retail Store	5411	1	Sales Clerk (290.478) 2.25/hr.	Meat Cutter (316.884) 3.50/hr.	11	12
UP06-306	Ken's Market	Burlington	Retail Store	5411	1	Sales Clerk (290.478) 1.75/hr.	Meat Cutter (316.884) 3.50/hr.	100	16
UP03-307	Green Mt. Furniture	Rutland	Mfr.	2511	4	Maintenance Man (638.281) 2.16/hr.	Fireman 2.48/hr.	14	12

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP06-135	Planned Parenthood of Vt.	Burlington	Social Service Agency	8099	1	Gen. Office Clerk (219. 388) 2.40/hr.	Office Mgr. (169.168) 2.64/hr.	10	6
UP06-164	Lee Fashion Wig	Burlington	Wig Store	5999	1	Cosmetologist (332.271) 2.25/hr.	Mgr. Store (185.168) 2.85/hr.	27	20
UP06-171	A.W. Sholan Co.	Stowe	Oil Burner Service	7699	1	Bulldozer Operator (850. 883) 3.50/hr.	Oil Burner Serviceman 3.50/hr.	0	11
UP06-177	National Power Tool Co.	Burlington	Electrical Repair	7629	1	Electrical Appliance Service Man Helper (827. 887) 2.40/hr.	Electric Tool Repairman 2.75/hr.	15	16
UP11-190	Checkpoint, Inc.	Forestdale	Toy Mfr.	2411	3	Woodworking Machine Oper. (669.782) 1.91/hr.	Woodworking Machine Set-Up Man (669. 280) 2.10/hr.	10	26
UP11-205	Bernadina's Italian Rest. & Lounge	Rutland	Restaurant	5812	1	Cook, Short Order (314. 381) 2.63/hr.	Chef (313.131) 2.91/hr.	10	12
UP43-206	Noyes Tire Co.	St. Johnsbury	Tire Recapping	5531	1	Laborer, Store (922. 887) 2.00/hr.	Tire Repairman (915.884) 2.20/hr.	10	8
UP06-220	Plant & Griffith Lumber Co.	Jonesville	Lumber Yard	5211	1	Material Handler (929. 887) 1.85/hr.	Timber-Sizer Operator 665. 782) 2.10/hr.	13.5	12

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP15-253	Twin State Fruit Corp.	White River Junction	Wholesale Grocer	5048	1	Laborer (909.887) 2.75/hr.	Tractor Trailer Driver (904.883) 2.04/hr.	10	18
UP03-254	Bennington Ford, Inc.	Bennington	Auto Agency	5511	1	Clerk, Gen. Off. (209.388) 2.00/hr.	Parts Clerk (223.387) 2.20/hr.	10	12
UP13-255	Chandlers Green House	St. Johnsbury	Flower Greenhouse	0192	1	Green House Helper	Flower Grower	8	16
UP03-260	Bennington/Rutland Opportunity Council	Bennington	Social Service	9382	1	Bookkeeper II (210.388) 2.00/hr.	Bookkeeper I (210.388) 2.20/hr.	10	15
UP01-267	Rinker's Service Station	Barre	Auto Service	5541	1	Laborer 2.75/hr.	Gas Station Attendant 3.12/hr.	12	15
UP01-268	Bean Chevrolet	Barre	Auto Agency	5511	1	Auto Mechanic Helper (620.884) 1.70/hr.	Auto Mechanic (620.281) 1.87/hr.	10	15
UP15-269	Gerrish Motors	Woodstock	Auto Agency	5511	1	Auto Mechanic Helper (620.884) 2.50/hr.	Auto Mechanic (620.281) 2.75/hr.	10	15
UP01-270	Wanda's Rest Home	Bradford	Rest Home	8092	1	Maid, General (306.878) 1.60/hr.	Nurse's Aide (355.878) 1.76/hr.	10	20
UP01-271	Wanda's Rest Home	Bradford	Rest Home	8092	1	Maid, General (306.878) 62.00/wk.	Housekeeper (321.138) 70.00/wk.	12	13

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP01-222	Music Shop, Inc.	Randolph	TV Appliance	7622	1	TV Repair Apprentice 2.00/hr.	TV Service Repairman 2.20/hr.	10	20
UP16-232	NAMCO	Morrisville	Mfr.	3949	1	Set-Up Man (616.380) 2.50/hr.	Foreman (809.130) 3.00/hr.	20	15
UP16-233	Vt. Weatherboard, Inc.	Wolcott	Mfr.	2491	2	Truck Oper. (922.883) 2.00/hr.	Yard Foreman 929.133 3.00/hr.	50	25
UP05-236	Melsur Corp.	Brattleboro	Mfr.	2499	1	Laborer (929.887) 2.00/hr.	Machine Molding Operator (556.782) 2.70/hr.	15	13
UP11-239	Conservation Society of So. Vermont	Brattleboro	Social Service	8621	1	Manager, Branch (183.118) 2.88/hr.	Program Director (187.168) 3.17/hr.	10	10
UP07-244	Brush Motors, Inc.	Middlebury	Auto Agency	5511	4	Auto Mechanic Apprentice (620.884) 2.60/hr.	Auto Mech. (620.281) 2.90/hr.	12	10
UP14-250	Simmonds Precision	Bellows Falls	Mfr.	3821	15	Various	Various	Average 6%	12
UP15-251	Roger Webster Builder	Barnard	Construction	1511	2	Carpenter, Rough (866.887) 2.75/hr	Carpenter (860.781) 3.03/hr.	10	13
UP01-252	Peter Gallerani and Sons	Bradford	Grocer	5421	1	Meat Cutter (316.884) 2.10/hr.	Butcher (525.381) 2.31/hr.	10	20

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SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP16-334	Bob's Cleaning Service	Stowe	Cleaning Service	7349	1	Maint. Man Helper (899.887) 2.05/hr.	Maint. Foreman (891.138) 2.30/hr.	12	12
UP06-335	Southcrest Play School	So. Burlington	Day Care	8211	1	Nursery School Att. (359.878) 1.85/hr.	Teacher Aide (099.368) 2.25/hr.	22	10
UP16-336	Research Eng. Corp.	Morrisville	Mfr.	3949	1	Machinist App. (600.280) 1.75/hr.	Machinist (600.280) 2.25/hr.	29	9
					1	Material Handler (929.887) 1.75/hr.	Prod. Mach. Op. (609.885) 2.25/hr.	29	11
UP01-337	Vt. Historical Society	Montpelier	Weaving, Hand	8699	4	Clerk Gen. (209.388) Waitress (311.878)	Weaver, Hand (782.884)		12
UP16-338	Marvin Moriarty Inc.	Stowe	Construc. Hwy. & Streets	1611	1	Maint. Mech Helper (any ind) 638.884 3.00/hr.	Maint. Mech. II (638.281) 3.30/hr.	10	12
UP06-339	Dept. of Corrections	Burlington	Correctional Ctr	9290	1	Counselor Asst. (045.108) 2.50/hr.	Corrections Counselor (045.108) 3.54/hr.	42	10
UP16-340	Bullard Prod., Inc.	N. Hyde Pk.	Wood Prod.	3799	1	Metal Fab. Shop Helper (any ind.) (804.886) 2.35/hr.	Metal Fabricator (any ind.) 619.380 2.50/hr.	06	15

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS IN TRAINING
UP01-327	Paul F. Irons	Barre	Landscaper	0731	1	Laborer, Land-scape (407.887) 2.50/hr.	Landscape Gardener (407.181) 2.75/hr.	10	20
UP16-329	Hardwick Motors	Hardwick	Auto Dlr.	5511	1	Auto Body Repairman Apprentice, Comb. ((807.381) 2.75/hr.	Auto Body Repairman (807.381) 3.00/hr.	9	7
UP16-330	O'Neal Demars, Jr.	Morrisville	Building Contractor	1511	1	Laborer, Carpenter (860.887) 3.00/hr.	Carpenter (860.381) 3.20/hr.	7	24
					1	Laborer, Plumbing (862.887) 2.75/hr.	Operating Engineer (859.883) 3.25/hr.	18	14
UP01-331	W.G. Richardson Inc.	Barre	Rest.	5810	1	Auto Serv. Sta. Atten. (915.867) 100./wk	Night Super. & Donut Maker (526.884) 125/wk	25	20
UP06-332	Greenmount Lumber	Underhill	Lumber Mill	2421	1	Lumber Handler (922.887) 2.60/hr.	Lumber Grader (669.587) 3.00/hr.	15	20
UP01-333	Day Care Center Inc.	Norwich	Day Care Center	8211	1	Teacher Aide (099.368) 2.00/hr.	Teacher, Nursurey School (359.878) 2.20/hr.	10	20

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROLLEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UPL-035	Fred's Service	Hyde Park	Auto Service	7538	1	Mechanic's Helper (620.281) 2.25/hr.	Auto Mechanic (620.281) 2.48/hr.	10	13
UPC-038	Engineered Monofilaments	Williston	Plastic Mfr.	2824	1	Extruder Operator (557.782) 3.00/hr.	Foreman (556.180) 2.48/hr.	25	4
UPC-041	Jerry's Place, Inc.	Winooski	Dry Clean	721	1	Shirt Presser (863.885) 2.00/hr.	Dry Cleaner (362.782) 2.50/hr.	25	10
UPC-042	Holiday Inn	Burlington	Motel & Restaurant	7011	1	Cook Helper (317.887) 2.00/hr.	Cook (313.381) 2.00/hr.	10	26
UPL-046	Berkley & Veller	Stowe	Realtors	6611	1	Clerk, Gen. Office (209.388) 2.00/hr.	Clerk, Gen. Office (209.388) 2.50/hr.	25	15
UPL-058	Spruce Pond Inn & Motel	Stowe	Motel & Restaurant	7011	1	Cook's Helper (317.887) 3.50/hr.	Cook, Hotel & Restaurant (313.381) 3.75/hr.	15	15
UP16-097	Ward's Inc.	Morrisville	Auto Body Repair	5511	1	Mechanic's Helper (620.284) 2.00/hr.	Auto Mechanic (620.281) 3.00/hr.	50	20
UP16-102	Newton Surveyors	Morrisville	Land Surveying	8911	2	Rodman (018.587) 3.25/hr.	Transit Man (018.188) 4.00/hr.	23	21
UP16-131	Body Beautiful, Jack's Auto Body, Inc	Morrisville	Auto Body Repair	7531	1	Auto Body Repairman Helper (807.887) 2.50/hr.	Auto Body Repairman Combination (807.381) 2.75/hr.	10	18

SUMMARY OF UPGRADING TRAINING SUBCONTRACTS

CONTRACT NUMBER	SUBCONTRACTOR	LOCATION	TYPE OF BUSINESS	SIC CODE	NO. OF ENROL-LEES	PRESENT JOB TITLE (DOT) AND SALARY	PLANNED UPGRADED JOB TITLE	% SALARY INC.	NO. OF WKS. IN TRAINING
UP06-344	Shelburne Spinners	Shelburne	Craft Guild	8242	6	Unemployed	Twister Tender	Self-Employed	14
UP05-345	Fabulous Tables	Marlboro	Natural Wood Tables	2511	2	Woodworking Shop Hand 1.90/hr.	Furniture Finisher Self-Employed	Self-Employed	2
UP05-346	Thomas Burns	Bellows Falls	Silver-smith	2914	1	Child Care Att. (359.878) 2.00/hr.	Silversmith (700.281) Self-Employed	Self-Employed	13
UP10-347	OCCSA	Newport	Flower Grower	9389	6	Various	Flower Grower (406.181)		10
UP16-348	Fashions & Fabrics	Morris ville	Custom Drapery	5621	4	Various	Sewing Mach. Oper. (788. 885)		13

APPENDIX C

BREAKDOWN OF ENROLLEES BY INDUSTRIAL DIVISIONS

	Division A, Agriculture, Forestry and Fisheries (.7%)	No. of Enrollees	Percentage
01.	Agricultural Products		100.0%
	0192 - Horticulture Specialties	1	
	Division B, Mining (0%)		
	-0-		
	Division C, Contract Construction (6.4%)		
15.	Building Construction		77.8%
	1510 - General Building Contractors	2	
	1511 - General Building Contractors	5	
16.	General Contractors		11.1%
	1611 - Highway & street construction, except elevated highways	1	
17.	Special Trade Contractors		11.1%
	1751 - Carpentering	1	
	Division D, Manufacturing (27.7%)		
24.	Lumber and Wood Products		17.9%
	2411 - Logging camps & logging contractors	3	
	2421 - Sawmills & planing mills	1	
	2491 - Wood preserving	2	
	2499 - Wood products, NEC	1	
25.	Furniture		15.4%
	2511 - Wood household furniture, except upholstered	6	
27.	Printing and Publishing		2.6%
	2711 - Newspapers: publishing & printing	1	

	Division D, Manufacturing (cont'd)	No. of Enrollees	Percentage
28.	Chemicals & allied products		2.6%
	2824 - Synthetic organic fibers; except cellulosic	1	
34.	Fabricated metal products		2.6%
	3446 - Architectural & ornamental metal work	1	
37.	Transportation Equipment		2.6%
	3799 - Transportation equipment, NEC	1	
38.	Scientific Instruments		38.4%
	3821 - Mechanical measuring & controlling instruments, except automatic temperature controls	15	
39.	Miscellaneous manufacturing		17.9%
	3914 - Silverware, plated ware & stainless steel ware	1	
	3949 - Sporting and athletic goods, NEC	6	
	Division E, Transportation, Communication, Electric, Gas, & Sanitary Services (.7%)		
42.	Motor freight		100.0%
	4210 - Trucking, local & long distance	1	
	Division F, Wholesale & Retail Trade (21.3%)		
50.	Wholesale trade		10.0%
	5048 - Fresh fruits & vegetables	1	
	5090 - Miscellaneous wholesalers	2	
52.	Building materials		3.3%
	5211 - Lumber & other building materials	1	

	Wholesale & Retail Trade (cont'd)	No. of Enrollees	Percentage
54.	Food stores		13.3%
	5410 - Grocery stores	1	
	5411 - Grocery stores	2	
	5421 - Meat & fish (see food) markets	1	
55.	Auto dealers & gas stations		46.7%
	5511 - Motor vehicle dealers (new & used cars)	11	
	5531 - Tire, battery & accessory dealers	2	
	5541 - Gasoline service stations	1	
56.	Apparel		13.3%
	5621 - Women's ready to wear stores	4	
58.	Eating & drinking places		10.0%
	5810 - Eating & drinking places	2	
	5812 - Eating places	1	
59.	Miscellaneous retail stores		3.3%
	5999 - Miscellaneous retail stores	1	
	Division G, Finance, Insurance & Real Estate (.7%)		
66.	Real estate		100.0%
	6611 - Combination of real estate, insurance, loans, law offices	1	
	Division H, Services (34.0%)		
70.	Hotels, lodging places		8.3%
	7011 - Hotels, tourist courts & motels	4	
72.	Personal Services		2.1%
	7211 - Power laundries, family & commercial	1	
73.	Miscellaneous business services		2.1%
	7349 - Miscellaneous services to dwellings & other buildings	1	

	Division H, Services (cont'd)	No. of Enrollees	Percentage
75.	Auto Repair		4.2%
	7531 - Top & body repair shops	1	
	7538 - General automobile repair shops	1	
76.	Miscellaneous repair		6.3%
	7622 - Radio & television repair shops	1	
	7629 - Electrical repair shops, NEC	1	
	7699 - Repair shops & related services, NEC	1	
80.	Medical and other health		12.5%
	8061 - Hospitals	1	
	8092 - Sanitoria, and convalescent & rest homes	2	
	8099 - Health & allied services, NEC	3	
82.	Education services		50.0%
	8211 - Elementary & secondary schools	10	
	8242 - Vocational schools, except vocational high schools	14	
86.	Non-profit organizations		10.4%
	8621 - Professional membership org.	1	
	8699 - Non-profit membership org.	4	
89.	Miscellaneous services		4.2%
	8911 - Engineering & architectural services	2	
	Division I, Government (8.5%)		
92.	State government		25.0%
	9280 - State operated hospital	1	
	9282 - State operated educational services	1	
	9290 - State gov't., regular administrative	1	
93.	Local government		75.0%
	9382 - Local government, educational services	3	
	9389 - Local government, miscellaneous services	6	

APPENDIX D

BREAKDOWN OF UPGRADING TRAINEES BY DOT CODES AND TITLES

DOT Code	No. of Enrollees	Percentage and Types of Occupations	% Raise	Overall 2 Digit Average Percent Raise	Title
018.188	2		25.5		Transit Man (Prof. & Kin.
045.108	1		42.0		Counselor (Prof. & Kin.)
096.527	1		13.0		Supervisor, Nutrition Aid (gov. serv.)
099.368	10		12.0		Study Supervisor (Ed)
100.168	1		10.0		Librarian (library)
169.168	2		15.5		Administrative Ass't. (any ind.)
185.168	1	Professional, Technical, & Managerial 16.3%	27.0	16.3%	Manager, Store (Ret. Tr.)
187.118	1		17.0		Director, Community Org. (non-profit organization)
187.168	1		10.0		Program Director, Group Work (Prof. & Kin.)
189.268	2		22.0		Field Representative (Prof. & Kin.)
195.168	1		10.0		Casework Supervisor (Prof. & Kin.)
201.368	1		10.0		Secretary (clerical)
210.388	1		10.0		Bookkeeper (clerical) I
219.388	1	Clerical & Sales 2.8%	25.0	13.8%	Clerk, Gen. Office (clerical)
223.887	1		10.0		Stock Supplier, Type Solders
313.131	1		10.0		Chef (hotel & rest.)
313.381	5		12.6		Cook (hotel & rest.
316.884	1	Service 8.6%	11.0	20.3%	Meat Cutter (ret. & whole. tr.)
316.884	2	(cont'd. next pg.)	55.5		Meat Cutter (ret. & whole tr.)
321.138	1		13.0		Housekeeper (hot. & rest.; med. ser.)

DOT Code	No. of Enrollees	Percentage and Types of Occupations	% Raise	Overall 2 Digit Average Percent Raise	Title
355.878	1		10.0		Nurse Aid (med. ser.)
362.782	1	Service (cont'd)	25.0		Dry Cleaner (clean, dye & press)
406.181	7	Farming, Fishing, Forestry & Related 5.0%	8.0	8.0%	Flower Grower (agric.)
525.381	1		10.0		Butcher, All Around (slaught & meat pkg.)
526.884	1	Processing 2.8%	25.0	18.8%	Donut Maker (bake prod.)
556.130	1		25.0		Foreman (fabric, plastics prod.)
556.782	1		15.0		Injection Molding Machine Operator (fab, plas. prod.)
600.280	1		29.0		Maintenance Machinist (any ind.)
609.885	1		29.0		Production Machine Operator (mach. shop)
616.380	2		11.0		Machine Operator (any ind.)I
619.380	1		6.0		Metal Fabricator (any ind.)I
620.281	10		14.3		Automobile Mechanic (auto serv.)
638.281	4	Machine Trades 29.8% (cont'd next pg.)	7.5	14.1%	Maintenance Mechanic (any ind.) II
651.782	1		7.0		Offset Press Man (print pub.)
665.782	1		14.0		Timber Sizer Oper. (plan mill)
669.137	1		50.0		Foreman (woodworking)
669.280	3		10.0		Machine Set-Up Man (woodworking)

DOT Code	No. of Enrollees	Percentage and Types of Occupations	% Raise	Overall 2 Digit Average Percent Raise	Title
669.587	3	Machine Trades (cont'd.)	11.7		Grader, (woodworking)
681.885	14		*N/A		Twister Tender (textile)
700.281	1		*N/A		Silversmith (silverware)
720.281	1		10.0		Television Service Repairman (any ind.)
726.687	15	Bench Work 19.8%	0.0		Inspector, Components (electronics)
729.281	1		15.0	1.5%	Electric Tool Repairman (any ind.)
763.381	2		*N/A		Furniture Finisher (woodworking)
782.884	4		*N/A		Weaver, Hand (any ind.)
787.885	4		*N/A		Sewing Machine Operator (any ind.)
804.886	1		10.0		Metal Fabricating Shop Helper (any ind.)
807.381	3		9.0		Automobile Body Repairman (any ind.)
809.130	1		20.0		Foreman, Metal Fabricating (any ind.)
859.883	1	Structural Work 9.9%	18.0		Operating Engineer (const.)
860.281	1		11.0	10.3%	Carpenter, Maintenance (any ind.)
860.381	1		7.0		Carpenter (const.)
860.781	4		9.8		Carpenter, Rough (const.)
862.281	1		0.0		Oil Burner Installation & Serviceman (any ind.)
891.138	1		12.0		Maintenance Foreman (any ind.)

OT Code	No. of Enrollees	Percentage and Types of Occupations	% Raise	Overall 2 Digit Average Percent Raise	Title
04.883	1		10.0		Tractor/Trailer Truck Driver (any ind.)
15.884	2		11.0		Tire Repairman (auto ser.)
15.867	1	Miscellaneous 5.0%	14.0	15.1%	Gasoline Station Attendant (auto ser.)
29.133	1		50.0		Yard Foreman (woodworking)
50.782	2		5.0		Stationary Engineer (any ind.

N/A indicates "cottage crafts" and is not included in averaging.

APPENDIX E

BREAKDOWN OF UPGRADING TRAINING SUBCONTRACTS BY SIC CODES

SIC CLASSIFICATIONS

OJT - On the Job Training
OI - Outside Instruction
Tut. - Tutorial
Inst. - Institutional
AH - After Hours
COR - Correspondence

SIC	Cont. No.	DOT From/To	Wage From/To	Time	Type	Cost
0192	255	406.887-406.181	$2.45-2.65 (8%)	16	OJT	$1199.95
1510	281	860.887-860.781	3.00-3.30 (10%)	20	"	1057.50
	312	860.887-860.781	2.25-2.50 (11%)	14	"	840.00
1511	251	860.887-860.781	3.25-3.53 (9%)	20	"	930.00
	251	860.887-860.781	3.25-3.53 (9%)	20	"	930.00
	330	638.884-638.281	2.05-2.25 (10%)	24	"	1200.00
	330	860.887-860.381	3.00-3.20 (7%)	14	"	1190.00
	330	862.887-859.883	2.75-3.25 (18%)	12	"	1200.00
1611	338	638.884-638.281	3.00-3.30 (10%)	24	"	1200.00
1751	311	860.887-860.281	2.25-2.50 (11%)	17	"	1020.00
2411	190	669.782-669.280	1.91-2.10 (10%)	26	OJT&OI	994.87
	190	669.782-669.280	1.91-2.10 (10%)	26	"	994.87
	190	669.782-669.280	1.91-2.10 (10%)	26	"	994.87
2421	332	922.887-669.587	2.60-3.00 (15%)	20	OJT&AH	1050.60
2491	233	922.883-929.133	2.00-3.00 (50%)	25	OJT	1200.00
	233	669.782-669.137	2.00-3.00 (50%)	25	"	1200.00
2499	236	929.887-556.782	2.35-2.70 (15%)	10	"	1335.82
2511	307	951.885-950.782	2.16-2.27 (5%)	12	OJT&AH	334.60
	307	951.885-950.782	2.16-2.27 (5%)	12	"	334.60
	307	899.887-638.281	2.77-2.91 (5%)	12	"	334.60
	307	899.887-638.281	2.77-2.91 (5%)	12	"	334.60
	345	769.887-763.381	1.90-Self Em.(N/A)	2	OJT	420.00
	345	769.887-763.381	1.90-Self Em.(N/A)	2	OJT	420.00
2711	023	979.886-651.782	2.63-2.80 (6%)	8	OJT	288.00
2824	038	557.782-556.130	3.00-3.75 (25%)	13	OJT&COR	1070.00
3446	300	804.886-804.886	2.00-2.20 (10%)	18	OJT&AH	1120.00
3799	340	804.886-619.380	2.35-2.50 (6%)	15	OJT	870.00

SIC	Cont. No.	DOT From/To	Wage From/To	Time	Type	Cost
3821	250	721.687-726.687	_____(__)	12	AH	486.84
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	706.884-726.687	_____(__)	12	"	"
	250	710.781-726.687	_____(__)	12	"	"
	250	710.781-726.687	_____(__)	12	"	"
	250	600.280-726.687	_____(__)	12	"	"
	250	600.280-726.687	_____(__)	12	"	"
	250	223.387-726.687	_____(__)	12	"	"
	250	223.387-726.687	_____(__)	12	"	"
3914	346	359.878-700.281	$2.00-Self Em (N/A)	13	OJT	749.40
3949	006	619.886-616.380	2.25-2.50 (11%)	20	"	1100.00
	006	619.886-616.380	2.25-2.50 (11%)	20	"	1100.00
	019	219.388-169.168	2.50-3.13 (25%)	8	"	960.00
	336	600.280-600.280	1.75-2.25 (29%)	8	"	1200.00
	336	929.887-609.885	1.75-2.25 (29%)	10	"	1200.00
	232	616.380-809.130	2.50-3.00 (20%)	16	"	1200.00
4210	285	620.884-620.281	2.75-3.00 (9%)	18	AH	936.00
5048	253	909.887-904.883	1.85-2.04 (10%)	20	OJT	500.00
5090	313	667.782-669.587	2.05-2.25 (10%)	12	OJT&AH	817.20
	313	667.782-669.587	1.90-2.10 (11%)	12	OJT&AH	813.60
5211	220	929.887-665.782	1.85-2.10 (14%)	12	OJT	619.00
5410	316	280.877-316.834	1.88-2.09 (11%)	15	OJT	944.00
5411	305	290.478-316.884	2.25-2.50 (11%)	16	OJT	560.00
	306	290.478-316.884	1.75-3.50 (100%)	15	OJT	525.00
5421	252	316.884-525.381	2.10-2.31 (10%)	20	OJT	1200.00
5511	030	807.887-807.381	2.00-3.00 (50%)	14	OJT	1050.00
	097	620.884-620.281	2.00-3.00 (50%)	20	OJT	1200.00
	244	620.884-620.281	2.70-3.00 (11%)	10	Inst.	132.75
	244	620.884-620.281	2.70-3.00 (11%)	10	Inst.	132.75
	244	620.884-620.281	2.70-3.00 (11%)	10	Inst.	132.75
	244	620.884-620.281	2.70-3.00 (11%)	10	Inst.	132.75
	254	209.388-223.387	2.00-2.20 (10%)	12	OJT	529.00

SIC	Cont. No.	DOT From/To	Wage From/To	Time	Type	Cost
5511	268	620.884-620.281	1.70-1.87 (10%)	20	OJT	690.00
(cont)	269	620.884-620.281	2.50-2.75 (10%)	20	OJT	1165.00
	325	620.884-620.281	2.50-2.75 (10%)	20	OJT	690.00
	329	807.381-807.381	2.75-3.00 (9%)	7	OJT	892.50
5531	005	929.887-915.884	2.13-2.38 (12%)	8	OJT	840.00
	206	922.887-915.884	2.00-2.20 (10%)	9	OJT	321.73
5541	267	909.887-915.887	2.75-3.13 (14%)	20	OJT	940.00
5621	348	_____-787.885	0-Self Em (N/A)	13	Inst.	656.50
	348	_____-787.885	0-Self Em (N/A)	13	Inst.	656.50
	348	_____-787.885	0-Self Em (N/A)	13	Inst.	656.50
	348	_____-787.885	0-Self Em (N/A)	13	Inst.	656.50
5810	319	922.887-313.381	1.75-2.00 (14%)	20	OJT	920.00
	331	915.867-526.884	2.08-2.61 (25%)	20	OJT	810.00
5812	205	314.381-313.131	2.63-2.91 (11%)	12	OJT	1200.00
5999	164	322.271-185.168	2.25-2.85 (27%)	20	OJT	1000.00
6611	046	209.388-219.388	2.00-2.50 (25%)	15	OJT	1200.00
7011	010	317.887-313.381	3.50-3.75 (7%)	15	OJT	1200.00
	042	317.887-313.381	2.00-2.20 (10%)	26	"	1264.00
	058	317.887-313.381	3.50-3.75 (7%)	15	"	1200.00
	320	323.887-313.381	2.00-2.50 (25%)	10	"	1200.00
7211	041	363.885-362.782	2.00-2.50 (25%)	16	OJT	690.00
7349	334	899.887-891.138	2.05-2.30 (12%)	12	OJT	1200.00
7531	131	807.887-807.381	2.50-2.75 (10%)	15	OJT	1200.00
7538	035	620.884-620.281	2.25-2.48 (10%)	13	OJT	1170.00
7622	222	720.281-720.281	2.00-2.20 (10%)	20	Inst.	610.16
7629	177	827.887-729.281	2.40-2.75 (15%)	18	OJT	1170.00
7699	171	850.883-862.281	3.50-3.50 (0%)	12	OJT	1200.00
8061	301	073.381-100.168	2.50-2.75 (10%)	20	OJT	450.00
8092	270	306.878-355.878	1.60-1.76 (10%)	20	OJT	864.00
	271	306.878-321.138	1.55-1.75 (13%)	13	OJT	1123.20
8099	135	219.388-169.168	2.40-2.64 (10%)	8	OJT	1071.50
	342	195.108-189.268	2.25-2.75 (22%)	26	OJT&Tut.	1027.05
	342	195.108-189.268	2.25-2.75 (22%)	25	"	1027.05

SIC	Cont. No.	DOT From/To	Wage From/To	Time	Type	Cost
8211	333	359.878-099.368	2.00-2.20 (10%)	20	OJT&AH	1156.08
	335	359.878-099.368	1.85-2.25 (22%)	10	"	924.32
	341	359.878-099.368	2.25-2.75 (22%)	10	"	535.03
	341	359.878-099.368	1.85-2.25 (22%)	10	"	535.03
	343	195.238-099.368	2.09-2.25 (8%)	8	Inst.	416.67
	343	195.238-099.368	2.09-2.25 (8%)	8	Inst.	416.67
	343	195.238-099.368	2.09-2.25 (8%)	8	Inst.	416.67
	343	195.238-099.368	2.09-2.25 (8%)	8	Inst.	416.67
	343	092.228-099.368	2.50-2.75 (10%)	8	Inst.	416.67
	343	307.878-099.368	1.00-1.10 (10%)	8	Inst.	416.67
8242	302	3x -681.885	0-Self-Em (N/A)	8	Inst.	985.00
	302	3x -681.885	" "	8	"	985.00
	302	3x -681.885	" "	8	"	985.00
	302	3x -681.885	" "	8	"	985.00
	302	3x -681.885	" "	8	"	985.00
	302	3x -681.885	" "	8	"	985.00
	302	315.381-681.885	" "	8	"	985.00
	302	120.887-681.885	" "	8	"	985.00
	344	_____-681.885	" "	8	"	1155.83
	344	_____-681.885	" "	8	"	1155.83
	344	_____-681.885	" "	8	"	1155.83
	344	_____-681.885	" "	8	"	1155.83
	344	_____-681.885	" "	8	"	1155.83
	344	_____-681.885	" "	8	"	1155.83
8621	239	183.116-187.168	2.88-3.17 (10%)	11	OJT	1140.00
8699	337	209.388-782.884	No Raise (N/A)	12	Inst.	999.22
	337	311.878-782.884	(Secondary "	12	"	999.22
	337	_____-782.884	wage earner) "	12	"	999.22
	337	_____-782.884	" "	12	"	999.22
8911	102	018.587-018.188	3.25-4.00 (23%)	20	OJT	1200.00
	102	018.587-018.188	2.50-4.00 (60%)	20	OJT	1200.00
9280	031	168.287-187.118	3.00-3.50 (17%)	12	OJT&Tut.	1200.00
9282	032	096.527-096.527	2.00-2.25 (13%)	4	OJT	300.00
9290	339	045.108-045.108	2.50-3.54 (42%)	12	OJT	1200.00
9382	260	210.388-210.388	2.00-2.20 (10%)	15	OJT& Tut	660.00
	289	195.228-195.168	2.10-2.31 (10%)	20	OJT&Tut.	1170.00
	303	219.388-201.368	2.10-2.31 (10%)	20	AH&Inst.	455.40
9389	347	092.228-406.181	0-Self-Em (N/A)	10	Inst.	662.00
	347	092.228-406.181	" "	10	"	662.00
	347	406.887-406.181	" "	10	"	662.00
	347	686.885-406.181	" "	10	"	662.00
	347	789.884-406.181	" "	10	"	662.00
	347	814.884-406.181	" "	10	"	662.00

Average Percentage of Increase	15.5%
Average Hourly Increase	35.7%
Average Wage Prior to Training	2.30
Average Wage after Training	2.66
Average Training Time	13.6%
Average Cost/Enrollee	831.37
High	1335.82
Low	288.00
Average Cost/Cottage Craft Enrollee	$ 870.95

APPENDIX F

UPGRADING TRAINING SUBCONTRACT

Subcontract No. _____
IRS-ID Number _____

CONTRACT FOR CONDUCT AND
ADMINISTRATION OF WORK TRAINING

This Contract is entered into this _____ day of _____ 19___, between the State of Vermont, Department of Employment Security, Montpelier, Vermont, a Government Agency, hereinafter called the "Contractor" and _____ (name and address of Subcontracting Party) _____ a _____ (Corporation) (Municipality) (etc.) under the laws of the State of _____, hereinafter called the "Subcontractor."

WHEREAS, the Contractor, on the 30th day of June, 1970, received a Contract under the Manpower Development and Training Act of 1962, as amended (MDTA) from the United States Department of Labor, Manpower Administration (hereinafter referred to as the DOL), said Contract being designated as Contract No. 82-48-70-30 ; and

WHEREAS, pursuant to said Contract the Contractor is undertaking certain activities; and

WHEREAS, the Contractor desires to engage the Subcontractor to render certain assistance in such undertaking;

Now therefore the Contractor and the Subcontractor do mutually agree as follows:

ARTICLE 1. SCOPE OF WORK

Subcontractor's accepted Scope of Work outlined in the proposal is attached hereto and a part thereof and shall govern the work of this Contract.

ARTICLE 2. PERIOD OF THE CONTRACT

The Subcontractor shall commence performance under the terms and conditions as mutually established herein on the _____ day of _____ 19___ and such performance shall be completed no later than _____ day of _____ 19_____.

ARTICLE 3. CONSIDERATION

In consideration of the foregoing the Contractor agrees to reimburse the Subcontractor allowable costs incurred, in an amount not to exceed (written dollar amount) ($_____) for full and complete performance of this agreement in accordance with DOL regulations relating to Allowable Payment and in accordance with the attached proposal.

ARTICLE 4. REPORTING

The Subcontractor shall prepare and submit such reports as may be required from time to time in such format and detail as directed by the Contractor.

ARTICLE 5. PRIME CONTRACT

The Subcontractor hereby agrees upon execution of this agreement that the General Provisions (Attachment B) of the Prime Contract No. 82-48-70-30 between the United States Department of Labor and the State of Vermont, Department of Employment Security are incorporated into and become part of this agreement.

ARTICLE 6. CONTRACT APPROVAL

It is hereby understood and mutually agreed that notwithstanding any other article of this Contract, it shall not become effective until such time as the Department of Labor Contracting Officer has reviewed and approved the execution of this Contract.

STATE OF VERMONT
DEPARTMENT OF EMPLOYMENT
SECURITY

_____
Signature

_____
Typed Name and Title

Approved as to Form

(Subcontractor)

_____
Attorney General's Office
State of Vermont

_____
Signature

_____
Typed Name and Title

_____
. Counsel
Department of Employment Security
State of Vermont

Standard Industrial Classification____

PROPOSAL FOR UPGRADING PROJECT
VERMONT DEPARTMENT OF EMPLOYMENT SECURITY
(Experimental and Demonstration Project)

submitted by

_____
(name of employer/subcontractor)

_____
(date)

_____
(name & address of employer/subcontractor)

_____

proposed to conduct an Upgrading Training Program to be carried out at _____ beginning on or about _____
(location)
_____ and ending _____.

The training will be carried out in accordance with the attached Training Plan under the general supervision of

_____
(company employee responsible for supervision of trainees)

I. TRAINING PLAN

Employer/subcontractor proposed to upgrade _____ employees in accordance with the plan below:

Employer/subcontractor proposed to provide the above Upgrading Services for a total cost of $_____ in accordance with this proposal.

II. ELIGIBILITY

The final responsibility for determining Eligibility for Upgrading training will be made by the Vermont Department of Employment Security.

III. NARRATIVE DESCRIPTION OF THE SCOPE OF WORK OF THIS PROPOSAL

(A narrative description of what will be done, who will be served, what equipment and materials will be used, what services will be provided to trainees, and any other information necessary to describe what will be included in the Upgrading Program).

Trainee

Old Job Title

Occupational DOT Code
Before Training

New Job Title

Occupational DOT Code
After Training

Hourly Rate of Pay
Prior to Upgrading

Hourly Rate of Pay
Subsequent to Upgrading

Trainer

Upgrading Will Begin

Upgrading Will End

Number of Hours This Trainee
Will Actually Receive Training

Number of Training Hours
On Employer's Time

Number of Training Hours
On Trainee's Time

Total Dollar Cost of Training

IV. STAFF

(A specific description of how the employer/subcontractor staff will be used to implement the program, and a specific description of how Vermont Department of Employment Security staff will be used to implement the program.)

V. REPORTING

Form E&D-555 will be completed by the employer/subcontractor monthly.

VI. BILLING

Payment to employer/subcontractor will be made on a cost reimbursement basis with billing to be submitted to Vermont Department of Employment Security every 30 days.

APPENDIX G

ENROLLEE INCENTIVE TIME SHEET

E&D-555

E&D UPGRADING
ENROLLEE INCENTIVE TIME CARD
MONTHLY SUBMITTAL

Subcontract Number_____
Enrollee Name_____ Social Security No._____
Address_____
Work Assignment_____ Pay Period_____
Address_____
Pay Rate Per Hour_____

DATE	TRAINING HOURS		INCENTIVE PAYMENT DUE
	COMPANY TIME	TRAINEE TIME	

APPENDIX H

SAMPLE UPGRADING SUBCONTRACT BILLING

NAM
NORTH AMERICAN METALS CORP. - MORRISVILLE, VT.
AREA CODE 802/888-2351

Subcontract Number - UPL-019

Monthly Billing for Period 2-8-71 to 3-8-71

Trainee: Williams, Helen E. 085-34-4170

Date	Hours of Training	Date	Hours of Training	Cost per Ho
				6.00
2-8-71	4	2-22-71	4	
2-9-71	4	2-23-71	4	
2-10-71	4	2-24-71	4	
2-11-71	4	2-25-71	4	
2-12-71	4	2-26-71	4	
2-15-71	4	3-1-71	4	
2-16-71	4	3-2-71	4	
2-17-71	4	3-3-71	4	
2-18-71	4	3-4-71	4	
2-19-71	4	3-5-71	4	

Training cost 80 hours
6.00 per hour
$480.00

SIGNED: William Alloy
William Alloy, President
North American Metals

James R. Grant
James R. Grant, Manager
Morrisville E.A.P. Office

FAP-555

FAP UPGRADING
ENROLLEE INCENTIVE TIME CARD
MONTHLY SUBMITTAL

Subcontract Number UPL-019

Enrollee Name Williams, Helen E. Social Security No. 085-34-4170

Address RFD#2, Morrisville, Vermont 05661

Work Assignment North American Metals Pay Period 3-8-71 to 4-2-71

Address Harrel Street, Morrisville, Vermont 05661

Pay Rate Per Hour $2.50

DATE	TRAINING HOURS		INCENTIVE PAYMENT DUE
	COMPANY TIME	TRAINEE TIME	
03-08-71	4	N/A	N/A
03-09-71	4		
03-10-71	4		
03-11-71	4		
03-12-71	4		
03-15-71	4		
03-16-71	4		
03-17-71	4		
03-18-71	4		
03-19-71	4		
03-22-71	4		
03-23-71	4		
03-24-71	4		
03-25-71	4		
03-26-71	4		
03-29-71	4		
03-30-71	4		
03-31-71	4		
04-01-71	4		
04-02-71	4		
TOTAL	80 hours		

NOTE: Incentives will be paid only for training done on trainee's time. Weekly incentive payments may not exceed $20.00.

Enrollee's Signature Helen Williams

Supervisor's Signature H Williams Alley Jr.

Manpower Specialist's Signature Robert A. Siedler II

Distribution: 2--Fiscal Section; D.E.S. original & 1 copy, 1--Local FAP Unit, 1--Central FAP Unit, 1--Employer.

APPENDIX I

UPGRADING TRAINING BROCHURE

YOUR FIRM
AND
UPGRADING TRAINING

AN EXPERIMENTAL AND DEMONSTRATION MANPOWER PILOT PROJECT OF

The Vermont Department of Employment Security

And

The Manpower Administration U. S. Department of Labor

UPGRADING TRAINING is a Federally funded program which reimburses employers for expenses related to training employees for higher level positions within their organizations.

PAYMENTS ARE MADE to participating employers, up to an average of $1,200 per trainee, to cover training costs. Payments can be made for such costs as in-plant training time, outside instructors, tuition for courses, instructional materials and equipment, materials used in the learning process and other expenses as they relate to individual training situations. Also, reimbursement of incentive payments, up to $20 per week per trainee, can be made for trainee participation in after-hours training sessions.

TECHNICAL ASSISTANCE by Department of Employment Security staff is available to aid in the selection of trainees, the establishment of a training program, and arranging for outside instructors or courses.

ALL EMPLOYERS ARE ELIGIBLE to participate in the Upgrading Training program, whether public or private, profit or non-profit organizations.

EMPLOYEES QUALIFY if they are members of low-income families **with children.** Income criteria are based on wages and family size. The DES will certify eligibility of trainees.

EMPLOYERS GUARANTEE that, upon successful completion of Upgrading Training, trainees will receive an increase in salary of not less than 10% and will be placed in a higher skill level position.

THE UPGRADING TRAINING PERIOD should be tailored to the type and complexity of training required. However, Upgrading Training should be accomplished in a relatively brief period of time, probably not more than 20 weeks.

EMPLOYERS BENEFIT BY

- Making present employees qualified to fill skill-shortage positions
- Developing a more skilled workforce with higher motivation to achieve company objectives
- Raising employee morale and thus reducing turnover rates and absenteeism
- Increasing profits through greater productivity from employees presently producing at less than their real potential
- Gaining experience in training programs which can be applied to future training efforts

EMPLOYEES BENEFIT FROM

- Greater identification with organizational goals
- Increased skills
- Greater potential income
- Movement out of entry-level positions and thus perception of possible career advancement
- Greater sense of contribution and value to organization

STARTING AN UPGRADING TRAINING PROGRAM can be arranged through your nearest office of the Vermont Department of Employment Security—Ask for more information about "E&D Upgrading Training."

LOCAL DES OFFICES

Barre
42 Summer Street
Tel: 476-6626

Bennington
108 Gage Street
Tel: 442-6376

Brattleboro
4-6 Main Street
Tel: 254-4555

Burlington
59-63 Pearl Street
Tel: 658-1120

Middlebury
8 Court Street
Tel: 388-4921

Morrisville
Corner of Portland
and Bridge Streets
Tel: 888-4545

Newport
4 Second Street
Tel: 334-6545

Rutland
19-23 Wales Street
Tel: 773-3338

St. Albans
86 North Main Street
Tel: 524-5948

St. Johnsbury
44 Eastern Avenue
Tel: 748-3177

Springfield
25 Main Street
Tel: 885-5196

White River Junction
5 North Main Street
Tel: 295-3136

APPENDIX J

UPGRADING LETTER AND QUESTIONNAIRE

STATE OF VERMONT
DEPARTMENT OF EMPLOYMENT SECURITY
MONTPELIER, VERMONT 05602

January 5, 1972

Dear Vermont Employer:

Upgrading Training is receiving a considerable amount of attention in management circles these days. Its importance and relevance to firms of all sizes will become increasingly evident in the very near future in view of social, economic and labor condition forecasts.

The enclosed brochure is intended to inform you of the Upgrading Training program being conducted in Vermont and to invite your firm to participate in this project.

In order to gauge the needs for and response to the program by Vermont business, we are asking for your cooperation in completing and returning the questionnaire below as soon as you have read the brochure and have had a chance to evaluate its applicability to your organizational needs and objectives.

Thus, we request that you simply refold this letter, staple it together and drop it in the mail. No stamp is needed.

Your reply is important to us. Please take one minute to answer the questions below. Even if you do not wish to participate in the program, indicate this below and KINDLY MAIL THIS LETTER BACK!

If this letter has reached you at an out of state address, please forward it to your Vermont address.

Thank you in advance for your cooperation.

Sincerely yours,

John M. White, Director
Vermont State Employment Service

For what positions in your organization do you have the most difficulty in finding and keeping trained workers? _____

Do you currently conduct any formal skills training programs? _____

☐ I am interested in learning more about Upgrading Training and would be pleased to discuss how we can benefit from this program.

☐ I am not interested in participating in the Upgrading Training program for the following reason: _____

APPENDIX K

SAMPLE UPGRADING TRAINING PROGRAM

State of Vermont
Arts And Crafts Service
Department of Education
Montpelier 05602

A 48-session handweaving course for 2 or 4 beginning persons to provide maximum experience with two expedient warping methods, and to yield a variety of practical and saleable items not readily producible by commercial processes.

Contents:

Subject outline in blocks of 4 sessions each.

Project outline, including keyed samples and estimated cost.

Week 1

Supplies	Purchase (estimate)		Required Week 1	Additional
Loan				
Demonstration Looms	Bobbin Winder	11.00	1. Overview Process, equipment, course	
Knotting Cord	1½" finish nails	.40		Keep notes
Fringed Piece, untied	Scrap Pine Boards	----	Demonstrate and teach incidental techniques Quill making	Make quills
Blackboard Bodkins Hammers Rulers Scissors Scale	Notebooks (folders & paper)	1.00	Weaver's Knot Yarn Skeining and Tying Bobbin Winding Notation Finish Knotting Warping Methods Sampling Methods	Sample Prepare Equipment
Skein Winder	4 natural 8/4, 800	4.00		
#12 Dent Reeds	24 Ivory White 8/4, 600	24.00	Warp Winding 2" Sampling make 12 & 15/in. sample looms	
Paper Forquills				
Empty core spool				
Thrums for tying skeins				
2/20's to Wind			2. Project 1A	
Sample Looms			Students wind chain warp 180 ends, 8/4 cotton, 5½ yards, 2 sections of 90, 990 yards	
Winding Cards Pencils Yarns for Sampling			Warp table structo 12/in. 15" for 6 mats at 30" each plus sampling	
Jacknife				
Warping Paper				

Week 1 (Continued)

Supplies	Purchase (estimate)	Required Week 1	Additional
Comb "C" Clamps Tensioner		Project 1B 3. Warp sectionally from 24 spools alternately in Log Cabin Pattern 5½ yards, 15", 12/in., 6 mats at 30" each, plus sampling, total 990 yards	
Shuttles Cotton Bouclé accent yarns		4. Complete Warps Start to weave 6 mats, 32" with 4" fringe on each end, varied if desired A weft cotton bouclé B weft same as warp 2 shuttles	

Week 2

Supplies	Purchase (estimate)		Required Week 2	Additional
Swatches of 2h patterns	Graph paper	1.00	1. Weave	
	Colored pencils	1.00	Demonstrate two-harness techniques and patterns	
15 dentreeds	8/4 cotton 1 ea. chartreuse aqua orange rust	5.00	Practice on remainder of warps Start two-harness drafting	Sample Plain Weaves, in various color sequences
			2. Complete	
			Remove warp, separate units	
			tie fringe wash one mat discuss record keeping draft P1 A and B Yarn calculations for P1 Yarn calculations for P2 ($2\frac{1}{2}$ yds., 15/in.,8")	
			3. Sample straight twill and draft it	
			Prepare warps, both chain	
			4. Warp P2 A Chartreuse, aqua weft B Orange, rust weft	
			thread $5\frac{1}{2}$" straight twill, reverse on h.2 for $2\frac{1}{2}$"	

Week 3

Supplies	Purchase (estimate)	Required Week 3	Additional
Weaving periodicals		1. Weave twill squares 1. 1234 or 4321 2. 1226 3. 1243 4. 121232343414 5. 1234, reverse on 2 at 5½" 6. double faced, 2 shuttles, 2 colors alt. 1 123 weft 2 4/4 cotton, black & white 124 3 134 4 234	Sample Twills in various color sequences
Twill Gamp		Draw down at least two variations	Warp Stucto for coasters
	Wool for Coasters $2.00	2. Make twill sampler from remaining warp Double cloth - bags and pockets Double width cloth Surface weave	
Colored yarn pieces		3. Finish mats, records, draw downs, samples Evaluate color use	
Colored papers		4. Explore Color	
Vt. Life's color materials		Make wrappings from pictures Sample color crossings Demonstrate illusions, in weaving	Sample variations of color crossings

Week 4

Supplies	Purchase (estimate)	Required Week 4	Additional
Examples	Yarns 8.00	1. Plan P3 hangings for warps of mixed wools A-chain) alternate B-sectional) methods Thread to Rosepath and Finnish twill 2 yds. 15/in., 10"	
		2. Explore possibilities of these threadings, starting with "tromp as writ" Plain weave intervals between patterns Record all sequences One hanging 1 shuttle patterns Second hanging overshot technique	Plan colors for flat rug on big loom
		3. Weave Overshot in 2 colors as part of second hanging	
		4. Complete Weaving Remove warp and make hanging Demonstrate twisted cord Evaluate color use Students bring small pillow if desired	Prepare rug wools

Week 5

Supplies	Purchase (estimate)	Required Week 5	Additional
	multi wefts red black warp wool $5.00	1. From twill P2, design pillow, mat, or bag working warm colors on A and cool on B Thread to selected pattern Plan entire warp, selve dyes, repeats, and return	
	4# Black Rugbraid $4.00	P4 A Black Wool Chain B Red wool, sectional each 2 yds. 10/in.,14"	Prepare rug wools
Dye equipment Kettle Strainer Beater Rods	Cushing Dyes $4.00		Warp Big Loom
		2. Continue as planned, or improve upon same Demonstration of dyeing wool strips & pieces for rug	Weave Coasters
		3. Complete warp Finish article	
		4. Work on big loom Complete records and drafts	

Week 6

Supplies	Purchase (estimate)		Required Week 6	Additional
	4, 4 oz. skeins Knitting worsted	$5.00	1. Explain profiles, illustrate with:	
			Summer and winter	Complete Warp on big loom
			Bronson	
			M's and O's	
			Crackle	
			Huck	
			Swedish Lace	Weave on Rug
			Draft each and profile one tentative project	
			Plan and draft, with profile, wool scarf (P5) in 7 thread huck	
Scoured fleece	Fleece	$5.00	2 yds, 10/in., 8"	Finish Coasters
Cards			2. Warp and weave, scarf	
Rolags	Soaps	$1.00	Demonstrate scouring	
			Start spinning, both wheels	
			3. Finish scarf	
			P6 Plan as on P4 for crackle	
	Mixed Line linens for Crackle P6		Warp of mixed linens	
			A & B 5½ yds (for 6 mats) 18/in., 15"	
		$15.00	Scour more fleece	
			Tease, card and spin	
			4. Complete crackle drafting	
			Warp linen	
			Tease, card and spin	

Week 7

Supplies	Purchase (estimate)	Required Week 7	Additional
Extra Homespun Wool		1. Weave 6 Crackle mats as follows:	
		2 crackle technique, different progressions	weave on rug
		2 plain weave with homespun interest	Scour fleece
		1 plain weave linsey woolsey	
		1 random crackle and plain linsey woolsey	
		2. Continue crackle development	Card and Spin
		3. Complete P6, Discuss other finishing methods, also piecing	
Inkle Loom and yarns	Flax $2.25		Inkle
		Dress distaff	
		Spin Flax	
		4. Spin Flax and weave remainder of P6 warp with it.	
		Finish all mats, various methods.	

Week 8

Supplies	Purchase (estimate)	Required Week 8	Additional
Yarns	$6.00	1. Dye 8/4 for shoulder bags(P7) A-M's and O's or Monk's Belt, 8 thread B-Corduroy 4 yards, 12/in., 10", 120 ends 578 yds. each warp 3,200 yd. hanks B weft 2,200 yd. hanks	Inkle
		Work on big loom	
		2. Warp by choice of method	Spin
		3. Weave P7 Introduce fabric analysis	
		4. Weave P7 and rug Continue fabric analysis	

Week 9

Supplies	Purchase (estimate)	Required Week 9	Additional
Patterns		1. Complete P7 Twist shoulder cord as P4, attach	
Take Plausible yarns, some natural for dyeing		2. Plan yardage (P8) for garments needed by students Dye necessary yarns Begin warp method expedient	Complete Rug
Wool & Cotton	Yarns $12.00	3. Weave on yardage practice fabric analysis	Practice Rya knotting for pillow
		4. Continue P8, finish, take home to shrink and press	(demonstration loom)

Week 10

Supplies	Purchase (estimate)	Required Week 10	Additional
		1. Make garment for yardage	
		Review, Fabric analysis	Explore non-loom techniques
Take books and swatches (first time)		2. Plan personal project for last 2 weeks, an item of weaver's own design which will sell Example: baby blanket tot's poncho bath mat napkins place mats	Complete Rya
		Determine yarn needs	
Casement Yarns	Yarns $4.00	3. Plan sample warp (8") of casement cloth, mixed warp (P9A)	
Upholstery Yarns, 8/4 remaining		Plan sample warp (8") of upholstery - mixed warp (P9B)	
		Warp and weave, 1 yd. samples	
		4. Complete weaving P9	
		Mount samples for presentation	
		Complete all work	
		Plan & P10, Draft	

Weeks 11 and 12

Supplies	Purchase (estimate)	Required Weeks 11 and 12	Additional
		1. Warp P10	
		2. Continue	
		3. Complete	Execute one non-loom project
		4. Finish Item	
		Evaluate, aesthetically, practically and economically	
		Discuss finishes	
		Plan home project	
		1. Prepare show	
		2. Show	
Yarn	$10.00	3. Warp first home project	
		4. Begin first home project	
		Plan follow-up	

Project Outline	(Sample Variations Keyed by number)	Cost Estimate
Placements		
P1 A Chain, natural)	2 harness	4 800 spools
P1 B Sectional, Log)	8/4 cotton	natural $4.00
Cabin)	5½ yds, (6 30" mats)	
12 white)	12/in., 15"	24 600 yd.
12 cream)	180 ends 1980 yds/loom	spools 24.00
Table Pads		
P2 A Chain Chartreuse warp)	8/4 cotton, boil proof	
Aqua Weft)	2½ yds.	4 spools
P2 B Chain Orange warp)	15/in., 8"	(or) 5.00
Rust Weft)	120 ends 600 yds/loom	
Wall Hangings		
P3 A Chain, Rosepath)	Mixed wools	
P3 B Sectional, Finnish)	2 yds, 15/in., 10"	
twill)	yarns on hand	8.00
Pillow or Bag		
P4 A Chain Black Pattern)	Wool, length and width	
P4 B Sectional Red)	determined by article	
Pattern)	yarns on hand	5.00
Scarf		
P5 A) Chain, 1 color, 2 yds, 10/in, 8"	1 skein warp	
P5 B) 7 thread huck	1 skein weft	5.00
Linen Placements		
P6 A) Sectional, 5½ yds, (6 30" mats)	18/in, 15"	
P6 B) Crackle	Yarns on hand	15.00
Shoulder Bags		
P7 A Chain, Monks Belt or)	8/4 cotton, 2 per warp	
M's 2 0's)	4 yds, 12/in, 10"	6.00
P7 B Sectional Corduroy)	white or cream or dyed weft on hand	
Yardage		
P8 A Chain Cotton)	Determined by	
P8 B Sectional)	Need Yarns on Hand	
Wool)		12.00
P9 A) Sectional		
P9 B) Mixed warps, 1 yd x 8"		
	Yarns on hand	4.00

Project Outline (cont'd)

Personal Project

P10	A			
P10	B	Yarns likely on hand	$10.00	
			60.00	38.00
		Total		$98.00

Supplementary projects

fleece	5.00	
flax	2.25	
inkle	2.00	
rug warp	4.00	
rug weft	10.00	
rya pillow	2.00	
coasters	2.00	
non-loom yarns	3.00	
	30.25	
		128.25
Other		19.40
		137.65

Program Proposal for the establishment of a small weaving Industry - to be called Kent Weavers

Goal: A training program in handweaving for the purpose of providing a handskill with marketing assurance for the product made. This will enable a presently non-income producing member of a family, (wife or husband) to contribute significant supplementary income help to the total income which is presently below a good subsistence level.

The kind of skill being developed is one that would be pursued at home so that the normal living balance of the home would not be disrupted hence creating a number of other problems that might be still more difficult to solve - for example, if the primary support is furnished by the male of the family and the woman, through such training is able to continue her home position regarding children, home care, food preparation etc, and still contribute to the total income through the weaving that she is able to do at her home.

1. There is every reason for expecting this program to tie with the marketing structure of the Shelburne Program and to expect that each program would receive additional strength and support from this connection.

2. It would be not only possible but desirable to relate the use of Vermont wool, through the hand spinning of Shelburne Farms Spinners to further product development by the Kent Weavers. This is a tie-in which would strengthen the total image of Vermont crafts.

3. The development of several community enterprises relating to cottage crafts not competing but coordinating in a mutually beneficial way to provide a stronger cooperative marketing support for such products could furnish a supportive marketing structure which could benefit other such enterprises around the state.

In these days of high unemployment and great need for providing socially useful working roles for more people within the economy this project at Kent would appear to be a further extension of the type of potential which has been started with the Shelburne project exploration.

Qualifications: The applicants will be members of low-income families with children, residing within a reasonable distance to Maple Corners, Vermont.

Questions thatShould be Answered:

What agency or agencies could be available for screening of applicants?

Employment Security, Vocational Rehabilitation, Welfare, Drug Rehabilitation

What possibilities are there for transporting the apprentice to and from the Kent Museum?
Welfare, ED 21

How will applicants be selected, etc?
(1) a small group of potential applicants living within a reasonable proximity to the Kent Museum will be located
(2) There will be a period of time, probably one week prior to the actual beginning of the project, for the professional technician to interview and work with in a related evaluative type of activity with each applicant in order to judge suitability. This will be based on coordination, interest, attention span as it relates to details, etc.

What location can be utilized for the duration of the project?
The Vermont Historical Society has accommodated the Arts and Crafts Service by offering space within the Kent Museum to be used as a workshop for the project.

Will there be an available outlet for the finished product?
Places that these products could be sold include the Kent Museum, Coolidge Gift Shop in Plymouth, Pavillion Gift shop. Also an important source of support and marketing help, as well as the increased opportunity for purchasing materials in large quantities at better prices, would be gained through working with the marketing structure which is being developed in connection with the Shelburne Farms Spinners which the Arts and Crafts Service is coordinating.

Resume: Mary Race: (Mrs. Edward A. Race), Handweaves Country Style,
Northfield, Vermont

Education: BS Home Economics, University of Mass. (1943), Grad courses, Vocational Education, Interior Design, Art, Adult Education (Language, Astronomy, Music) Summers 1945-55 - University of Maine, Penn State, University of Wisconsin

Teaching: Home Economics; Brockton, Mass., Home Economics - Substitute, Northfield, Vermont; Northfield Creative Education, weaving and spinning, current; Private Instruction, weaving, spinning, non-loom techniques, current; Workshops, "charter member", Arts and Crafts/Vt. Council, current; Church School, grades 5-8, 13 years, current.

Pertinent Experience: University Extension, 4-H agent, Hampden

County, Mass., Social Service Case Worker, Springfield, Mass., Lecturer in Interior Design, Collins Old Red Farmhouse, 16 yrs. Current, Consultant, Shelburne Spinners, Talks, Demonstrations, Workshops to area schools, organizations, fairs, conventions, current, Experience reclaiming personal looms and wheels.

Weaving: Continuous production since 1958, selling throughout Vermont and the east. Research - New England sources in areas of fibers, equipment and weaves, currently, linsey-woolsey.

Spinning and Dyeing: Wool-high and low wheels, various spindles; flax-wet spun; natural and chemical dyes, all fibers.

Resources: Extensive Library in all related areas. Numerous table looms for initial use: also one 4 harness production loom, and one ten harness Macomber for reference and perhaps, use.

Explanation of differences in instruction roles between the Shelburne Spinning Project and the Kent Weavers: At the Shelburne Spinning project, the professional consultant played and is playing an important role. However, in the case of the Shelburne Spinners, it was impossible to find professional spinners in the state proficient enough at spinning, fiber preparation, etc., to give professional capacity but as people with some experience and with sufficient interest to work daily with the women on more routine matters, help with equipment, with small technical problems and to learn themselves in order to provide greater help as the project went on. Mary Race is a professional, there will be no application for additional funding to pay consultants. In addition, Mary Race has a complete library and extensive resources which may be used during the training. The Kent Weavers could be utilized as a reference center for community groups, school field trips, etc.

Duration of Project: The project - Kent Weavers - will run approximately 4 months, 4 days of the week, 4 hours a day, upon approval to be continuous, eventually to be established as a training center whereby applicants can be expected to undergo a three-month apprenticeship at Kent and upon completion of the program will be expected to work on a continuous basis from their home.

Considerations regarding salary of instructor

1. The position of weaving instructor would be accepted in a strictly professional sense, based on education, production and teaching.

2. As many hours would be given to teaching and helping trainees as needed to develop the proficiency for producing the articles outlined and illustrated in the prospectus. This could vary with each set of trainees. For two such students four hours per day, with an hour for lunch break and margin before 10 a.m. and after 3 p.m. is a reasonable beginning.

3. The use (and depreciation) of my personal equipment should contribute greatly to the success of the program. Some of this I have built and such instruction is included. Commercially built equipment to be loaned would be 5 looms of differing size and capacity, reeds, shuttles, lights, tools, spinning wheels, wool cards, dyeing equipment, raddles, yarn processing, devices and decorative yarns for each project, thereby increasing variety for students choice. This policy also applies to equipment for use in extra projects and non-loom devices and yarns.

For the foregoing reasons, I would be pleased to be considered at a comparative professional teaching salary.

Proposed budget for Kent Weavers

This is based on a 4-month training period

Materials	$ 274.00
Minor Equipment	200.00
Professional Instruction and Marketing Direction $8/hour - 16 hrs/wk. for 4 months	2048.00
Space, utilities, are not included in the budget because they are being provided by the Vermont Historical Society, owner of the Kent Museum	n.c.
Incentive payment for trainees ($80.00 per week, 4 trainees)	960.00
Total	$3482.00

On the basis of this training we expect each trainee to have the potential for contributing a minimum of $500.00 per year to the total family income within the first year and expectation of reaching a higher level as skill develops and as markets are established.

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APPENDIX L

ARTICLE ON THE SHELBURNE SPINNERS
FROM THE CHITTENDEN MAGAZINE, JUNE, 1973

can spinning wool help save Vermont?

by CANDY HERRING

Grassy hillside pastures provide some of Vermont's most beautiful views, green and gold against a mountain background. They also represent one of man's few positive contributions to the scenic variety of Vermont. The state's high pastures were cleared in the last century as grazing land for sheep. At that time Vermont was a wool-producing center for a thriving New England textile industry. Sheep-raising moved West in this century, and many former sheep pastures are now falling into less attractive, and to many Vermonters less desirable, uses. Housing developments and the recreation "industry" strip the hills of grass and trees and replace them with people and buildings.

It was concern about such disappearing sights — and the vanishing of other, less visible, remnants of a quieter way of life — that led to the founding of the Shelburne Spinners. Projects like the Spinners have led to the formation of a Vermont inter-agency council which will help develop and assist other craft industries.

The Spinners are a group of Vermonters who are reviving the age-old but now vanished art of hand spinning yarn for the market. They represent the first in a series of projects designed to demonstrate that there are ways for Vermont to develop economically that require the *preservation*, rather than the destruction, of her unique environment. At the same time, such "industries" offer a revival of an older concept of production (and way of living) in which the producer is a craftsman, intimately involved with his materials and the total finished product, not an assembly line automaton who knows nothing of where his particular piece comes from or goes to.

The theory behind the Spinners goes something like this: wool is one of Vermont's already existing *renewable* resources (i.e., the shorn sheep grows more wool and produces offspring). Land is not a renewable resource — once the trees are cut and the houses put up, the process cannot be reversed but by earthquake, war or passing ages. If such activities as sheep-raising can be maintained as profitable means of earning a living, then sheep raisers will not be forced to sell land which might then be put to environmentally damaging uses — thus destroying part of Vermont's most valuable resources, her open land and unspoiled hills.

Closely linked with Vermont's physical environment is a lifestyle now gone in most parts of this country, in which the rural area produces and processes food, clothing and other goods for the small urban areas it surrounds. Suburban sprawl cuts into the countryside, and the suburban way of life, with its dependence on mass-produced plastics and foods imported from the great metropolitan areas means an end to the immediate interdependence of city and country.

With all this in mind, and in the belief that traditional American crafts could thrive in Vermont while supplying occupations for unemployed Vermonters and helping to bridge the gaps between city and country, D'Ann Fago, Director of the state Arts and Crafts Service, and some Chittenden County residents led by Marilyn Leimenstoll, set out to design a project which would demonstrate how local craftsmen can process local raw materials to produce a high quality product for local markets. Wool seemed to be a logical place to begin, for sheep are still raised in Vermont on a small scale, primarily for mutton, and much of the wool simply goes to waste. If groups such as the Spinners could provide a local market for this wool, sheep farming in the long run might become more profitable, and farmers will be encouraged to improve the quality of the wool their sheep produce.

In the tradition of America's rural craftsmen, the Spinners emphasize use of local resources, small scale production units, selling in the local area, cooperative management of production and the personal involvement of each worker in the total production, allowing him to produce work of a high quality with the stamp of his individuality.

The Shelburne spinners were launched in 1972 with money from the state Department of Employment Security (for training the unemployed) and from the New England Regional Commission (for support of the project concept). Originally the workshop was located at the Webb farm in Shelburne (hence the group name) but transportation proved so difficult a problem that the Spinners have now moved to a basement workshop on Howard Street in Burlington. Recruiting the original trainees, many of them mothers on the Family Assistance Program, was not difficult; setting up shop

photo by SANDERS MILENS

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was.

Hand production of yarn is a lost art in the United States, kept alive only by a few craftsmen like Allen and Dorothy Fannin, spinners and authors of the book, *Spinning: Art and Technique*. The Spinners wanted, of course, to avoid the heavily mechanized mill techniques of preparing and spinning wool, but as a market-oriented group, they had to have the aid of some machines. What they ended up doing, explains Vicki Fraser, technical coordinator of the Spinners, was designing their own machines with the help of the Fannins.

Today their workshop serves as bustling testimony to Yankee ingenuity. The picking machine (for separation of the locks of fleece to help remove soil and vegetable matter) and carding machines (for arranging of the wool fibers in preparation for spinning) clank and clatter while the Spinners carry out other hand-performed operations necessary to prepare the wool for spinning. The spinning itself is done on beautiful wooden spinning wheels imported from Finland and reworked by the Spinners to turn more quickly and smoothly. A workshop full of spinning wheels seems to be whirling itself as adept hands feed in fluffy fleece at one end and wind out creamy yarn on a spindle at the other.

"We are not a hobby shop," emphasizes Ms. Fraser, "we are training people for a vocation, to be self-supporting, not just to have something to do to fill their spare time." But the managers of some of our larger factories could learn something from the Spinners nevertheless. The machines seem always busy, spinning wheels whir incessantly — but a baby sleeps in one corner of an office, a work table is spread with the remains of a birthday party, women talk politics and spinning over their wheels. The workshop is obviously full of living, creative individuals interested in their work and in each other. It is proof that production need not dull the mind or forbid enjoyment or interchange of ideas. The production process has been molded around people, instead of the other way around, and in fact, the actual spinning itself can be, and is sometimes done in the home.

This combination of efficiency and effectiveness may be rooted in the cooperative nature of the enterprise. Each Spinner learns, and performs, every step of the wool preparation process. The group has chosen a member to oversee each of these steps and to be responsible for output, quality and fixing the equipment in case of trouble. In addition each member spins a certain quota of yarn each week — a quota decided on by the group as a whole. "I am really only here as a resource person," explains Vicki, "all decisions are made by the spinners themselves, and they will now be responsible for training the next class."

Although many of the Spinners are from low income families and have their tuition for the course paid for by the Family Assistance Program, the Spinners do accept other students who pay tuition on a sliding scale. The only requirement is that the student be interested in learning spinning as a *vocation*, not a hobby. State funding for the project ends this spring, and the Spinners are looking for other funding to continue their training program. The present group of Spinners will begin to market their yarn this spring and they will then become self-supporting. "Once we can prove that our experiment has succeeded," says Ms. Fraser, "and that the Spinners are self-supporting craftsmen, I think we will be able to find plenty of sources to fund the training of more Spinners."

Beginning this spring, the Spinners' yarn will go on sale locally — at selected retail stores and by mail order directly from 2 Howard Street. The Spinners make three sizes of yarn: a knitting worsted weight yarn, crewel embroidery yarn and a heavier weaving yarn. Marketing will concentrate initially on skeins of knitting wool and on mitten kits that include yarn and a pattern. The natural color of Spinner yarn is a warm ivory cream. Colored yarn is created with the aid of vegetable dyes (many of them made from plants such as marigolds and Queen Anne's lace, grown or gathered by the Spinners themselves), producing rich, tweedy yellows and browns.

"Even in hand-spinning there must be some emphasis on producing yarn of a uniform weight and thickness so that the customer can follow a standard knitting pattern," adds Ms. Fraser. "All our yarn will produce 5 stitches to an inch on No. 5 needles. But within this standard each Spinner produces a very individual yarn. Of course there will be irregularities, but we think this is good and gives the yarn a personal touch missing in mass-produced wool." Each Spinner's initials will be on the skeins of wool she produces, so that if the customer finds later that she needs more wool, she can order yarn spun by the same person. The result is to bring the consumer an awareness of the producer, and perhaps an increased appreciation of the product.

The creators of the Shelburne Spinners hope that it will be only the first in a series of projects to train Vermonters in crafts which make use of the state's renewable resources, tying rural producers to urban consumers. One such project already underway is the Kent Weavers, located in Calais. The Weavers are learning and preserving the fast disappearing skill of handweaving clothing. The Weavers buy much of their yarn directly from the Shelburne Spinners and have been asked to design and produce a skirt to be sold exclusively in a Vermont shop this spring.

This productive chain, Vermont sheep growing Vermont wool which is locally spun into yarn and locally woven into garments to be marketed in local urban areas, is a perfect example of the kind of economic system Ms. Leimenstoll would like to see at work in more areas in Vermont. "Too many of our natural resources — milk, timber, stone, fruits — are shipped out of the state for processing," says Marilyn, "and Vermonters either never see them again or must buy them at increased prices when they are shipped back to big super markets here. Vermont has people who cannot find work. We would like to see these people learning the crafts of cheese and yogurt making, wood and stone working, weaving and many others, inside the state, for local consumption."

One of the problems in the preservation of traditional crafts is marketing. Even in a rural state like Vermont, urban and rural areas have become very cut off from one another. The natural resources, and quite often the craftsmen, belong to the countryside. The consumers are concentrated in the city, and too often the producer does not have a place to market his goods; the consumer, spoiled by the easy access of the super shopping center, will not look beyond the end of his nose for quality hand-crafted products.

In the Chittenden County area at least, the beginnings of solutions to this problem are being worked out. The Burlington Farmer's Market held once weekly during the summer provides an outlet for locally grown produce and handcrafts. In a second marketing strategy, this spring the *Burlington Free Press* (and hopefully other state papers) will devote a page of classified advertising entirely to Vermont producers and craftsmen and will provide specific information on where their products are available.

For the future, the state government has already set up an inter-agency council to study training and marketing ideas and to develop and fund programs like the Spinners. It includes people from the Arts and Crafts Service, the Agency of Development and Community Affairs, Department of Agriculture, and the Vermont Extension Service. The council also has an advisory council made of craftsmen; and other individuals in the private section.

In the meantime, the Shelburne Spinners alone will not keep the sheep on Vermont hills, nor will yarn-spinning in itself provide an alternate means of production for many Vermonters, or halt the divorce of urban from rural ways of life. But the Spinners will continue as an active and successful example of a path of development which Vermont could choose if she wishes to preserve her unique environment, keep the economy healthy, and retain the individualism of which she is so proud.